

# **Sustaining Partnerships into the Next Century (SPAN) Project**

## **Mid-Term Evaluation Report**

Submitted to: USAID/Russia

Prepared by:  
Process Consulting Company

Office 232, #49, B. Semenovskaya str.,  
105023, Moscow, Russia  
tel./fax (7-095) 369-2893,  
e-mail: pccmos@glasnet.ru

**February 2000**

**Sustaining Partnerships into the Next Century (SPAN) Project**

# **Mid-Term Evaluation Report**

Submitted to: USAID/Russia

Prepared by:

Alexey Kuzmin, Team Leader

Lois Godiksen

Alexander Chesnokov

Andrey Beregovento

Vladimir Balakirev

David Dunn, Editor



**Process Consulting Company,**

Office 232, #49, B. Semenovskaya str., 105023, Moscow, Russia  
phone/fax: (7-095) 369-2893, e-mail: pccmos@glasnet.ru

**February 2000**

## Table of Contents

Acknowledgments.....	1
Executive Summary.....	2
Section 1     Purpose of the Evaluation.....	6
1.1     Background and Methodology.....	6
Section 2     SPAN Project Design.....	8
Section 3     SPAN Project Implementation.....	16
3.1     Participants in the SPAN Project and their Roles in the Project .....	16
3.2     Basic Processes of the SPAN Project.....	18
Management of Grant Rounds.....	18
Monitoring and Self-Evaluation.....	24
Reporting and Feedback on Reports .....	28
Technical Assistance Provided by IREX to the Partners .....	29
Dissemination of Information and Networking.....	30
3.3     Flexibility of the Program.....	31
Section 4     Project Results.....	33
Section 5     Sustainability of SPAN Partnerships.....	34
Section 6     Perspectives on Developing Partnership Programs .....	37
Annexes .....	41
<i>Annex I</i> Scope of Work.....	42
<i>Annex II</i> Persons Interviewed.....	50
<i>Annex III</i> Bibliography of Documents Reviewed.....	55
<i>Annex IV</i> Selected SPAN Success Stories.....	56
<i>Annex V</i> SPAN Table of Finalists (Rounds 1-3).....	64
<i>Annex VI</i> What are the major constraints facing the individual partnerships?.....	76
<i>Annex VII</i> The number of site visits conducted by IREX managers.....	78

## Acknowledgments

The evaluation time schedule was very tight and the evaluation team deeply appreciates all the individuals and organizations who helped us to complete a large amount of quality work on time.

We would like to express personal appreciations to several people who were instrumental in helping us complete the evaluation.

Carol Peasley and Susan Reichle met with us in the midst of their extremely busy schedules and gave us valuable advice concerning the focus of the evaluation.

Olga Moshkova and her team were responsive to our numerous requests and open and constructive in our conversations.

Denis Korepanov extended care and assistance in all issues related to this mid-term evaluation. This was the first Process Consulting Company contract with USAID-Russia and Denis was extremely helpful in clarifying rules and regulations that had to be followed and in establishing connections with the right people at the right time.

Alexander Borzov made the contracting process fast and smooth, allowing us to start on time.

Rob Cronin and the IREX-DC SPAN team gave their support and creative ideas with a great sense of humor and a wonderful team spirit, which we enjoyed a lot.

Tracy Dolan and the IREX-Russia SPAN team extended their hospitality and opened their office to us. We appreciate their passion and deep belief in the potential of Russian-American partnerships. We would like to express our gratitude for their great coffee. It supported the effective functioning of the evaluation team and is definitely one of the strengths of IREX-Russia.

Finally, we would like to express our deep appreciation to the American and Russian partners for giving us detailed information about their projects and sharing ideas, concerns and hopes related to future partnership projects.

## Executive Summary

---

Establishment and further development of partnership relationships between American and Russian organizations is an important step in the transition towards a democratic society and an open market economy in Russia. Today, hundreds of American and Russian organizations are working together in partnerships in Russia to address many of the issues facing Russian society. These partnerships cover all areas of USAID-Russia's development portfolio: agriculture, business, energy, housing, civic initiatives, legal reform, media development, health, and the environment.

The SPAN project began in September, 1997 and complements the work implemented by USAID under the Institutional Partnerships Program (IPP) and Partnerships for Civil Society and Economic Development (PCSED). SPAN is an umbrella program of partnership grants to strengthen and expand existing relationships between Russian and US organizations and institutions.

IREX had successfully managed the IPP and PCSED projects for USAID since 1994. Currently IREX administers 24 SPAN partnerships with funding ranging from \$90,000 to \$190,000 for implementation periods of up to 27 months. SPAN partners' collaboration unites different organizations in 20 Russian cities, from the Far East to Moscow, as well as in 16 cities in the United States.

Originally \$5.25 million was allocated to SPAN to support targeted and innovative activities that deepen and expand existing relationships between Russian and US organizations within key strategic sectors of the USAID/Russia program, namely rule of law, civil society, health, environment, business development, energy and tax reform.

Taking into consideration the high demand for SPAN grants and the fact that partnership programs are effective in creating sustainable change, USAID-Russia allocated an additional \$2.5 million for the SPAN follow-on project. Under the follow-on component of the project, a fourth round grant competition will be conducted. The program focus will be shifted toward support of social sector and partnership proposals aimed at infrastructure development, youth social services, domestic violence prevention, and programs with a focus on women as beneficiaries. Social network programs will also be eligible for funding. Partnership activities under SPAN Round IV will run through the end of October, 2001. The SPAN project will end by December 31, 2001.

The mid-term evaluation of the SPAN project took place between November 23, 1999 and January 24, 2000. A team of five evaluators visited IREX offices in Moscow and in Washington, DC, and partnership organizations in Washington, DC, New York City and eleven Russian cities. Evaluators met with the relevant staff members of USAID-Russia and consultants working for USAID-funded partnership programs in the US. In one month, the evaluation team conducted over 100 interviews, reviewed more than 60 documents and covered about 27,000 miles in order to gather data concerning the SPAN project.

### ***Major Conclusions and Recommendations***

#### *SPAN Selection Process*

The goal of the SPAN project is to support, deepen and expand partnerships between US and Russian organizations and institutions within key strategic sectors of the USAID program in Russia. The overall

intention of SPAN was the competitive selection and subsequent funding of projects proposed by existing Russian-American partnerships.

IREX was asked to elaborate a selection system to assure that winning projects would more closely correspond with SPAN goals for both project content and partnership development. IREX designed a five step competition process which was used for all four grant rounds with only slight modifications: review of the applications for conformity with the formal conditions of the competition, assessment of individual applications by independent experts, consideration of all applications by an expert panel, ranking of applications by IREX specialists and naming the final pool, study of the final pool by USAID and naming the winners of the competition.

On the basis of interviews and an analysis of relevant documentation, the evaluation team has concluded that the criteria used by IREX to identify US-Russian partnerships capable of broadly promoting SPAN objectives:

- were adequate and effective
- conformed with SPAN objectives
- reflected the main indicators of effective partnerships that can be assessed on the basis of information included in the applications submitted to the competition

The only indicator of effective partnership which, in our judgment, was not clearly reflected in the criteria, was the presence of a “common partnership strategy.” The experience gained by IREX and partner organizations during the implementation of the SPAN program confirms the appropriateness of these criteria used for the selection of effective partnership projects. These criteria can be used in formalizing and structuring the assessment of the partnership component of future projects.

### *SPAN Project Implementation*

Cooperation between USAID and IREX is regulated by Cooperative Agreement (CA) # 118-A-00-97-00282-00.

In accordance with the CA, IREX is responsible for:

- managing the solicitation and competition,
- sharing expertise and resources,
- monitoring and evaluation,
- information dissemination.

IREX provides USAID with reports in accordance with requirements stated in the CA.

USAID finances the SPAN program and also:

- approves the final solicitation documents for subgrants,
- conducts the final selection of partner organizations to receive USAID funding,
- approves IREX’s annual workplans.

USAID monitors IREX activities and supervises the implementation of the partnership projects.

Grant Rounds. All four grant rounds went well. IREX clearly has rich experience in managing selection processes. The only area which requires special attention by IREX and USAID is the development of shared policies and procedures for managing grant rounds. Currently, insufficient formal policies and procedures lead to certain problems in IREX-USAID communications and joint activities.

Monitoring and Evaluation. IREX managers systematically monitor partnership projects. They possess information on the projects' progress which makes it possible to identify emerging issues on a timely basis. IREX specialists are experienced in monitoring and this experience helps the projects they monitor achieve good results. However, this experience is not formalized in any working document. In the absence of a formal monitoring system, a thorough understanding of a project's situation is dependent on the personal skill of individual IREX specialists.

There is not enough clarity between USAID and IREX concerning rules and procedures for monitoring IREX's activities. This leads to miscommunication between USAID and IREX.

The evaluation team recommends that IREX formulate a system of SPAN project monitoring that can be used in other partnership projects as well. This system should include planning of monitoring activities and definition of the specialist tasks necessary for effective monitoring. The system of SPAN project monitoring should consist of three levels: partnerships, IREX and USAID. The rules and procedures for monitoring at all three levels should be agreed on by IREX and USAID.

Reporting and feedback. The requirements for SPAN project reporting are well formulated. Regular, detailed reports are prepared and submitted by all the parties. The problem mentioned by the majority of persons interviewed was that neither partners nor IREX receive feedback from the offices receiving their reports, i.e., from IREX and USAID respectively. In other words, information flow is one-way. It is very important to make information exchange two-way by including mandatory feedback on submitted reports.

Dissemination of Information and Networking. IREX fulfills all its obligations for information dissemination in accordance with the Cooperative Agreement. Partners interviewed by the evaluation team had several suggestions for enhancing this information function. IREX should update information on the web page more regularly and think of ways to intensify practical networking among SPAN partnerships and beyond SPAN. Another area for possible development would address the lack of publicity for American audiences about Russian-American partnerships. Publication of successful partnership stories in American mass-media could be a strategically important way to inform American citizens of positive developments in Russian-American relations.

### *Partnerships sustainability*

On the basis of the mid-term evaluation, we have defined "sustainable partnership" as a relationship between two financially sustainable organizations with a long-term joint strategy. According to this definition, the approximate number of sustainable partnerships, i.e., those able to continue their joint activities after the completion of the SPAN project, will range from 8 to 16. All of the partner organizations continue to count on some amount of donor assistance with USAID and private foreign foundations ac-

counting for 60% of the sources of funding received by Russian partners. While one half of the SPAN partnerships already generate some income from selling goods or services, the other half sees no chance for such an approach to income generation. We do not link the sustainability of a partnership with whether or not partner organizations sell goods or services. No partnership interviewed by the evaluation team believed that it would develop in the near future exclusively through the sale of goods or services.

### *Perspectives on developing partnership projects*

IREX and SPAN project partners have accumulated a unique body of knowledge related to their experience implementing Russian-American partnership projects. From one third to two thirds of the partnerships within the SPAN projects are sustainable and will likely continue joint activities after the completion of SPAN project funding.

For the sake of future partnership programs is very important for USAID to tap the potential knowledge base resulting from the SPAN project. To turn project experience into useful knowledge it will be necessary to ensure that:

- IREX and the partners analyze and describe their experience;
- this experience be disseminated in useful forms;
- organizations possessing this experience take part in its dissemination.

What partnerships should be supported in future? The answer to this question depends on USAID priorities. If the development of partner relationships is defined as the priority, it is necessary to support the partnerships having the best potential for developing relationships. In this context, there is no strategic return on investment in partnerships that are already sustainable, nor is it prudent to assist organizations that are not quite ready for partnership. In the latter case, assistance is slow and expensive, and the risk of failure is high. It is necessary to identify organizations in the initial stages of developing partnerships which are likely to strengthen their cooperation, define joint strategies, and become more financially sustainable within the time-span of a single project.

However, if the quality and speed of completing socially important tasks is defined as the priority, it is necessary to select existing sustainable partnerships with the maximum professional potential for successfully completing the defined tasks. In this case, the potential for partnership development becomes secondary. Moreover, it will be more efficient to select partnerships which do not need to spend time developing working relationships or solving interaction problems.

The evaluation team considers support of new partnerships and support of existing partnerships to be complementary, not contradictory, approaches. Sustainable relationships between organizations with different profiles, sizes and locations will further the establishment of sustainable relationships between the USA and Russia.



## Section 1 Purpose of Evaluation

---

The primary task of this Mid-Term Evaluation was to assess the impact of the 24 ongoing partnership activities and to determine if these activities were achieving the overall goals of the SPAN project. An additional task was to examine the impact of partnership implementation techniques on achievement of the overall goals of the SPAN project. The evaluation team considered the overall managerial role of the Program Administrator (IREX) in the progress of particular partnerships and the SPAN project in general.

### 1.1 Background, Methodology and Evaluation schedule

The SPAN project started in September, 1997 (Cooperative Agreement # 118-A-00-97-00282-00, for the period from September 29, 1997 to September 28, 2000, for \$5,250,000). In consideration of the high demand for SPAN grants and the fact that partnership programs are effective in creating sustainable change, USAID-Russia allocated an additional \$2.5 million for the SPAN follow-on project (Amendment to the Cooperative Agreement with IREX # 119-A-00-97-00282-01, for the period through December 31, 2001, for \$2,500,000). Currently IREX administers 24 SPAN partnerships, with funding ranging from \$90,000 to \$190,000 for implementation periods up to 27 months. The partnerships' breakdown in USAID-Russia priority areas is as follows: civil society (6), environment (4), health (5), business development (8), and rule of law (1). SPAN partners' collaboration unites different organizations in 20 Russian cities, from the Far East to Moscow, as well as 16 cities in the United States.

Taking into consideration the complexity of the SPAN program, the diversity of the partnerships and the nature of the evaluation questions, the evaluation team suggested the use of semi-structured interviews, documentation analyses and direct observation methods in order to collect data. We decided not to use questionnaires for this mid-term evaluation for three major reasons:

- 1) time limitations (USAID-Russia wanted the evaluation team to complete data collection within one month),
- 2) the nature of the information we needed (most of the evaluation questions supposed a qualitative, not quantitative, approach),
- 3) the number of partnerships was limited and it was realistic to reach all of the partners, either in-person or by telephone. (Conversely, the number of partnerships was not enough for a questionnaire; any response rate less than 100% would have meant an unacceptable data loss.)

The evaluation team spent November 23 to November 26 reviewing background information and finalizing the methodology of the evaluation with USAID-Russia.

From November 29 to December 3, two evaluation team members (Alexey Kuzmin and Lois Godiksen) visited the IREX office in Washington, DC, and met several USAID consultants working with partnerships. The team also conducted phone interviews with American SPAN partners and visited the Counterpart International office to interview the Vice President and Partnership Program Director.

The next week (December 6 to 9), Alexey Kuzmin visited New York City where he met three partnership or-

ganizations and conducted several telephone interviews. Lois Godiksen continued phone interviews from Washington, DC, and met another partner.

Meanwhile, from November 30 to December 10, three other evaluation team members (Vladimir Balakirev, Andrey Beregovenko and Alexander Chesnokov) visited Russian partner organizations in nine cities outside Moscow.

From December 13 to December 17, the evaluation team gathered in Moscow and continued interviews with Russian and American partner organizations located in Moscow. Evaluators also visited the IREX-Russia office and talked with SPAN program staff. The December 13-17 week schedule also included interviews with USAID-Russia representatives.

By December 17, the data collection was completed according to the evaluation plan.

On December 20 and 21, the evaluation team conducted its initial data analysis and prepared a preliminary briefing of USAID-Russia on the evaluation's findings. The feedback meeting at USAID was held on December 23, 1999. A feedback meeting with IREX was held after the Christmas and New Year holidays, on January 11, 2000.

All the people addressed by the evaluation team were extremely responsive and supportive. USAID-Russia, IREX-USA and IREX-Russia, and representatives of American and Russian partner organizations helped the evaluators to complete a very large amount of work in a very short time. The evaluation team considers that this mid-term evaluation was conducted too late to be of maximum benefit to the parties. If the mid-term evaluation had been conducted earlier, for example, after Round 2, it could have been used much more effectively. As it is, with Round 4 complete, most of conclusions and recommendations made by the evaluation team can hardly be expected to affect the SPAN implementation. Nevertheless, we hope that this evaluation will prove useful to USAID and IREX in future partnership programs.

## Section 2 SPAN Project Design

---

The goal of the SPAN project is to support, deepen and expand partnerships between US and Russian organizations and institutions within key strategic sectors of the USAID program in Russia. The SPAN approach involves a competitive selection of projects, from among existing Russian-American partnerships, for financial and technical support. There are two overall aims for supporting existing partnerships: 1) creating more effective solutions to significant social problems within the scope of partners' projects, and, 2) strengthening the partnerships themselves.

Diagram 1 is a simplified flowchart illustrating the overall operation of the SPAN project and its organization around the four grant rounds. IREX organizes and conducts the competitive selection of projects, finances the winning projects, and provides ongoing technical assistance and project monitoring. Diagram 1 shows the position of the mid-term evaluation at a point near the completion of the fourth grant round.

IREX was to create a selection system, including selection criteria, to assure that winning projects would more closely correspond with SPAN program content and partnership development goals. The selection system IREX created involved five steps and was used for all four rounds with slight modifications:

- Step 1. Review of applications for conformity with the formal conditions of the competition;
- Step 2. Assessment of individual applications by independent experts;
- Step 3. Consideration of all applications by the expert panel;
- Step 4. Ranking of the top applications by IREX specialists and forwarding the application pool to USAID;
- Step 5. Assessment of applications by USAID and selection of the competition's winners.

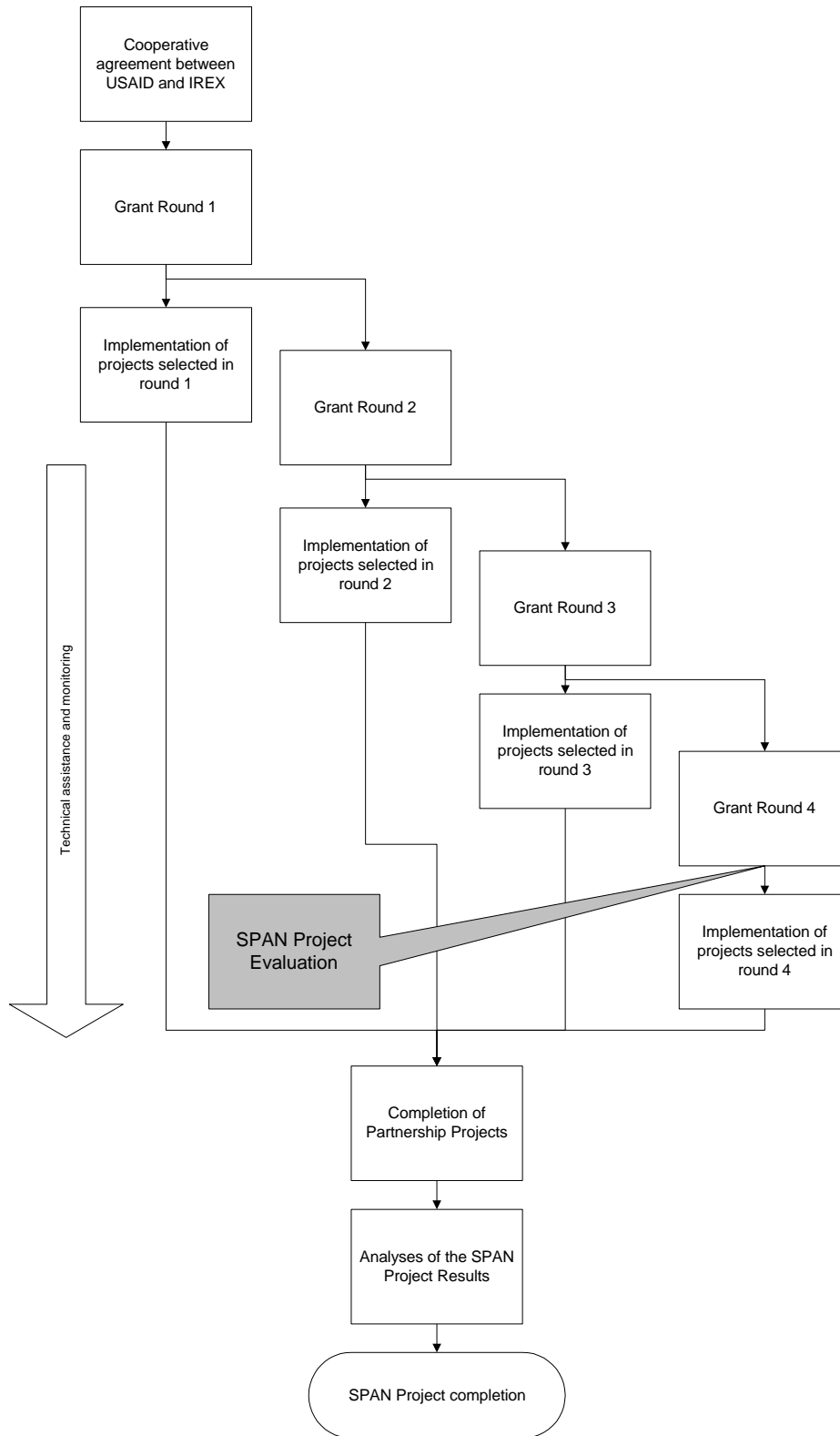
During the first step, IREX specialists checked the applications for their conformity with submission guidelines, e.g., availability of necessary documents, correctness of preparation, etc.

In the second step, two independent experts thoroughly studied each application and assigned a point rating in accordance with IREX's selection criteria.

In the third step, all of the independent experts were convened as a review panel. During the review meeting, each project application was presented by the two experts who had studied and rated it during the second step. All members of the panel then discussed the project's advantages and disadvantages and voted whether to recommend the project for funding. Expert panels were facilitated by IREX managers.

In the fourth step, the IREX team discussed the project applications recommended by the expert panel, ranked them and drafted the final pool of applications to be sent to USAID.

In the fifth step, the USAID staff made the final selection of projects to be funded.

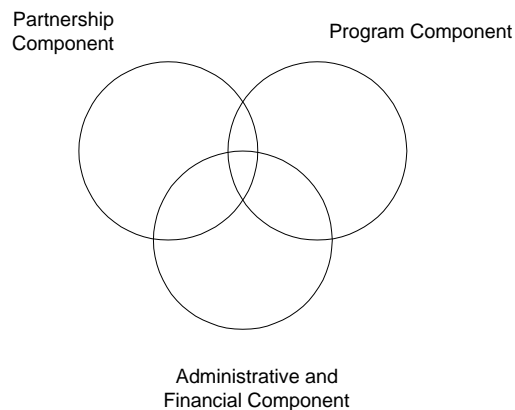


**Diagram 1. SPAN Project Flowchart**

The criteria used by IREX for project selection (and identified as such in the SPAN Project Request for Proposal) can be divided into three categories:

- assessment of a project’s Program Components — goals and objectives, proposed activities, work plan, evaluation/self-evaluation;
- assessment of a project’s Financial and Administrative Components — the cost proposal and personnel qualifications;
- assessment of a project’s Partnership Components — the partnership’s track record and institutional capability<sup>1</sup>, and plans for sustaining the partnership.

Obviously such a division is to a certain extent arbitrary, since the categories that we have defined overlap each other (Diagram 2). For example, a clear division of zones of responsibility between the partners is related to each of these categories.



**Diagram 2. Categories used by IREX for the assessment of applications**

Table 1 shows the maximum number of points that a project application can receive in each of the assessment categories. After the first grant round, IREX redistributed the “weight” of the criteria to favor project applications more closely aligned with the goals and objectives of the SPAN project. The “weight” of the Program Component was increased by 15 points with a corresponding reduction in the “weight” of the Partnership Component (decreased by 10 points) and of the Financial and Administrative Component (decreased by 5 points). Thus, during Rounds 2, 3 and 4, project applications with well-developed programs received more credit for their programmatic strengths—other things being equal—than in Round 1. A strong Program Component in a project application now contributes twice as much to the total score as the elements that create a strong Partnership Component.

<sup>1</sup> In our opinion, institutional capability should be considered within the Financial and Administrative Component of the project, however, since IREX relates this indicator to partnership track record, we will also assume it to be an element of the Partnership Component in our report.

**Table 1. Changes in the weight of the assessment categories in the total rating**

No.	Category	Maximum number of points (Round 1)	Maximum number of points (Rounds 2 to 4)	Changes in the weight of the category in the total rating
1	Program Component	50	65	+15
2	Financial and Administrative Component	60	55	-5
3	Partnership Component	40	30	-10

It is interesting to note the correlation of the “weight” of the criteria with partners’ judgments about why they won the SPAN competition. To the question, “What were the advantages of your application in comparison with the others?” the overwhelming majority of respondents noted the merits of their projects (Program Component), for example:

- importance of the project objective,
- clear definition of beneficiaries,
- particularity of the project topic,
- involvement of local authorities, enterprises, and the public in the project,
- coverage of several regions, etc.

In several cases partners noted that a correctly defined budget and a substantial match (Financial Component) as well as a correctly structured and well-prepared application created a competitive advantage for their submission.

Only four partners noted the successful history of their partnership and the presence of a joint, long-term strategy as a competitive advantage.

In the minds of most partners, the importance of the Program Component for their victory in the SPAN competition is considerably higher than the importance of Partnership Component—the same “weighting” as in the application rating system used by IREX.

The criteria and mechanisms for assessing the Program Component and Financial and Administrative Component are well established and relatively well defined. Since assessment of the Partnership Component is the unique feature of the SPAN project, we will review it in greater detail below.

Comparison with a “model” is the basis for any assessment. Thus, in order to judge the adequacy of the criteria for assessing the Partnership Component, it is necessary to have such a “model,” i.e., to define the elements of a successful partnership. For this purpose we have the results of a poll of Russian and American partners and Moscow-based and Washington-based IREX employees. We shall also review selected studies by specialists in organizational development, sociologists and psychologists.

**Table 2. Characteristics of an efficient partnership by the results of the poll of Russian and American SPAN project participants (grant recipients)**

Common understanding of the partnerships mission, strategy and objectives	The partners have a long-term strategy for cooperation which is not fixed to a specific project or competition. This strategy is jointly elaborated and presented in a joint document.
Common system of values	The partner organizations share a common value orientation.
Clear division of responsibilities between the partners and mutual dependency.	Both partners have clearly defined roles and zones of responsibility. These roles should be sufficiently important so that the partners are mutually dependent on one another for the achievement of their goals.
Equality in rights of the partners and mutual benefit	Both partners participate in all aspects of project elaboration and implementation; they do not suppress one another by their authority. Both partners receive benefits from mutual activities and resources are distributed on a fair basis.
Reliability of the partners	Timely response to requests from the partners and complete fulfillment of obligations. Timely and candid operational information about arising difficulties.
Stability and professionalism of partner organizations, availability of permanent teams from both sides	Both partner organizations are professionally stable; the core teams of both partners have long term, consistent manpower.
Monitoring and self-evaluation	Continuous tracking of the results of joint activity. Timely course corrections in light of unexpected project results.
Duration of joint activities	True partnerships are verified with effective results over time.
Effective communication	Regular and frequent exchange of information, including regular personal meetings between the heads of partner organizations. Multiple people in both organizations are encouraged to develop multiple relationships with each other. Availability of compatible technical equipment and correspondent operational skills. Effective translators.
Joint creative work	Partners work includes joint exploration of new tasks, joint research on new solutions, and exchange of new ideas.
Open, fair and mutually supportive relationship between the partners.	Transparency: knowledge and understanding of conditions of partner operations; openness and fairness in financial management. Ability to listen to and understand one another; cultural sensitivity, respect for and admission of cultural differences. Commitment to problem-solving: readiness to compromise, including the compromise detrimental to ones own interests, but necessary for the partnership; suspicions or misunderstandings are immediately addressed in results-oriented discussions.
Good interpersonal relationships between representatives of partner organizations at all levels	Personal contacts between the representatives of partner organizations balance shared joys and problems with separation of business relations and personal relations.

The answers of IREX employees in Moscow and in Washington to the question on what they would call an effective partnership practically coincide with the answers of the partners given above.

Let's turn to the results of the studies. We shall review two examples from the areas close to the partnership issues: set up of a team ("we are working as a single team"<sup>2</sup>), establishment of group (organizational culture ("We are doing one business, working for one idea. The environment which we are creating in our organizations does not depend on the countries where we live..."<sup>3</sup>).

One of the most famous and used in practice concepts of team development was proposed by I. Rubin, M. Plovnick and R. Fry (1977). The authors named it «Task-oriented team development». This model defines four levels of team development:

- purpose (what?) - mission, goals, objectives;
- roles (who?) - zones of responsibility of team members,
- procedures (how?) - communications, structure, feedback,
- interpersonal relations - values, philosophy.

The authors of this concept believe that the presence of a common goal and mutual dependency of team members on the way to this goal are necessary conditions of team development.

Edgar Schein - the author of a famous book «Organizational Culture and Leadership» (1988) - defines organizational (group) culture as the experience which is accumulated by a group of people in the process of joint work and overcoming difficulties related to the adaptation to the environment and to each other.

Relative stability of the team as well as the duration and intensity of joint activities are important factors in setting up group culture. Schein believes that the most important result of the overcoming of the difficulties related to external adaptation is the achievement of the agreement regarding:

- main purpose, mission of an organization;
- objectives reflecting the mission of the organization;
- means used to achieve these objectives (e.g. division of labor, organizational structure);
- criteria of assessment of organization progress towards the achievement of the objectives;
- ways to correct the course if the organization cannot achieve defined objectives.

The results of the overcoming of difficulties caused by internal integration are, in according with Schein:

- common language and conceptual categories;
- agreement regarding the boundaries of the group;
- agreement regarding the criteria of the distribution of power;
- internal "game rules" concerning the relationships between the colleagues;
- agreement regarding the criteria of the distribution of incentives and penalties;
- common ideology.

---

<sup>2</sup> From an interview with a representative of a Russian partner.



The results of the researches similar to the above mentioned studies can be found in the books of many other authors. Without going into detailed comparative analysis of theoretical concepts, we would like to mark their similarity with the characteristics of an efficient partnership that were received during the poll. Live experience of the partners and the opinion of IREX specialists coincide on the whole with the results of the studies of joint activities.

Thus, the characteristics given in Table 2 can be used to examine the adequacy of evaluation criteria of partnership component of the applications submitted to the SPAN competition. Before the comparison of efficiency partnership characteristic features with the criteria used by IREX it is necessary to take into consideration the fact that not all the characteristics given in Table 2 can be “measured” on the basis of applications submitted to the competition.

**Characteristics which can be assessed on the basis of information in the SPAN application:**

Common understanding of the mission, strategy and objectives of the partnership;  
clear division of responsibilities between the partners;  
equality in rights of the partners and mutual benefits;  
stability and professionalism of partner organizations; availability of permanent teams from both sides  
Monitoring and self-evaluation  
Duration of joint activities  
Effective communication

**Characteristics which are difficult to assess on the basis of information in the SPAN application:**

Open, fair and mutually supportive relationship between the partners.  
Reliability of the partners  
Good interpersonal relations between the representatives of partnership organizations at various levels  
Joint creative work  
Common system of values

Characteristics of effective partnerships which are difficult to assess on the basis of the SPAN application are nevertheless important to consider in project monitoring, in preparation of training programs for partners, and during consultations. In the competitive selection process, however, it only makes sense to use selection criteria for which corresponding information has been requested in the RFP.

Our comparison of the selection criteria used by IREX with the characteristics of effective partnerships allows us to draw the following *conclusions*.

- Criteria used by IREX to identify Russian-American partnerships that can broadly promote SPAN objectives were adequate, conformed with SPAN objectives and reflected the generally accepted characteristics of effective partnerships that can be assessed on the basis of information submitted with SPAN grant applications.

---

3 From an interview with a representative of an American partner.

- In our judgment, the only characteristic of an effective partnership which was not clearly reflected in IREX's selection criteria was the presence of a common partnership strategy.
- Experience gained by IREX and participating partner organizations during implementation of the SPAN program has made it possible to specify realistic criteria for selecting effective partnerships. These criteria can form the basis for a more formally structured assessment of the Partnership Component of potential projects. A clearer understanding of what constitutes an «effective partnership» will be helpful in selecting effective partnerships in the future.

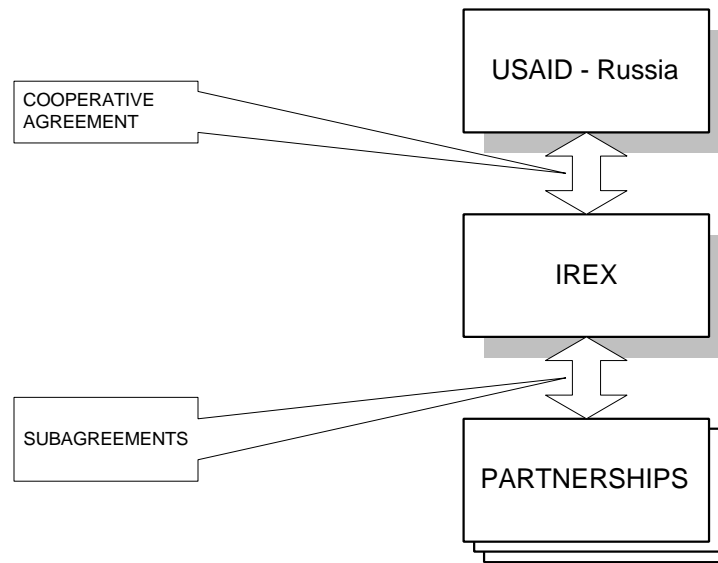
### ***Recommendations***

- 1) Section 5 of the Program Proposal (RFP, Round 4, page 4) should be titled “Partnership Strategy and Plans for Sustainability.” Partners should be asked to provide a brief description of their long-term (4–5 year) partnership strategy and the assessment process should look for this common strategy, the factor identified by most partners as the most important indicator of the sustainability and effectiveness of a partnership.*
- 2) Define “Institutional Capability” (RFP, Round 4, page 4) as a separate assessment category with its own maximum weight, or combine “Institutional Capability” with “Personnel Qualifications” (RFP, Round 4, page 5) and define their total weight, since these two criteria are both related to the Administrative Component of the project.*

## Section 3 SPAN Project Implementation

### 3.1 Participants in the SPAN project and their roles in the project

The main participants in the SPAN project are USAID-Russia, IREX and selected Russian-American partnerships. Interaction between USAID and IREX is regulated by a Cooperative Agreement (CA). Interactions between IREX and the partnerships are regulated by Subagreements (SA) (Diagram 3).



**Diagram 3. SPAN project participants and documents regulating participants' relationships**

The Cooperative Agreement specifies that:

- USAID finances the SPAN program,
- approves the final solicitation documents for subgrants,
- conducts the final selection of partnership proposals to receive USAID funding,
- approves the IREX annual workplan and monitors IREX activities, and
- supervises the implementation of partnership projects.

The Cooperative Agreement further specifies that IREX is responsible for:

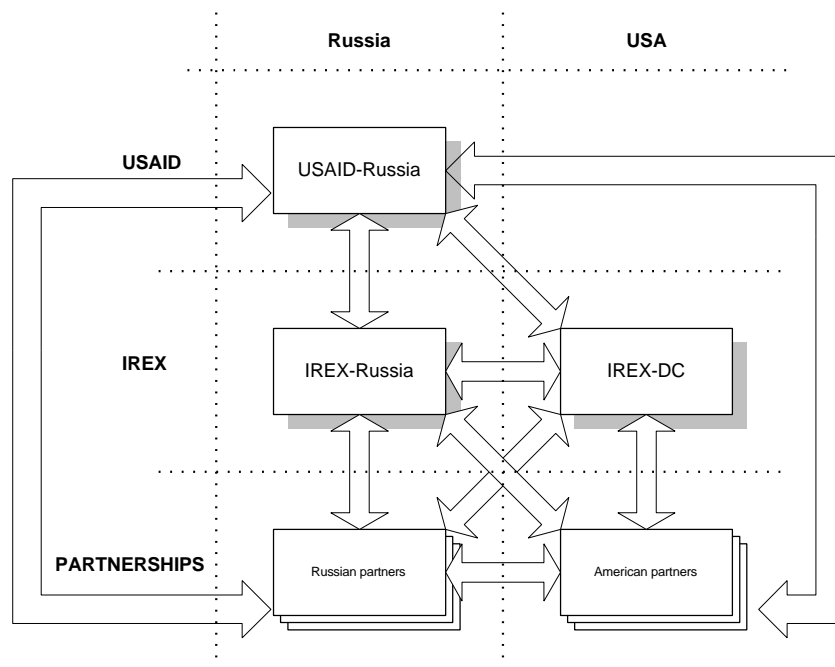
- managing solicitations and competitions,
- sharing expertise and resources (conducting workshops for partners representatives focused on making the efforts of the partners more productive; facilitating dialogue and information sharing among the partners; reviewing USAID rules and procedures; and providing on-going technical assistance),
- monitoring and evaluation (measuring partners' progress against their workplans; informing USAID activity managers on quarterly activities, planned site visits and other project events; identifying indicators of progress toward achievement of each of the operational objectives),
- information dissemination (developing a brochure in English and Russian on the SPAN program; adding a web page on the SPAN Program to the IREX web site; creating a "listserv" e-mail interchange mechanism for Russian and American SPAN partners; compiling a one-page English and Russian fact sheet on all sub-

grantees; collecting and cataloging products created by SPAN partnerships).

IREX is to provide USAID with reports in accordance with the requirements stated in the Cooperative Agreement.

Subagreements stipulate that partners are responsible for implementing their projects on a timely basis, conducting self-evaluations and providing IREX with certain specified reports. Formal responsibility to IREX and USAID for project implementation rests with the lead partners, i.e., the partners actually receiving the grants.

The actual system of relationships among the participants in the SPAN project is much more complex, which is partially shown in Diagram 4. IREX has offices in Moscow and Washington, and USAID interacts with both offices. In accordance with IREX policy, financial monitoring of projects is performed by the IREX office located in the country of the lead partner, even though most program activities are performed in Russia. Because Russian organizations often have difficulty with reporting, mainly because of differences between Russian and US accounting systems and difficulties with currency conversion, the IREX/Moscow financial staff is in touch with all the Russian partners (both lead and non-lead). Specialists from IREX-DC and IREX-Russia monitor the projects in Russia and the US, both together and separately. Most direct contacts take place between USAID and IREX-Russia, although reports to USAID are delivered by IREX-DC. When monitoring IREX activities, USAID interacts not only with IREX but also directly with project partners.



**Diagram 4. Layout of interaction between the participants of the SPAN project**

Naturally, each organization taking part in a SPAN project has its own “local” policies and procedures, traditions, and unique organizational culture. At the same time, the processes that make the SPAN project work—managing grant rounds, monitoring and reporting, and financial management—are “through” processes, that is, they must “pass through” the established boundaries of all of the participating organizations.

In order to assure the effective implementation of the SPAN project, it is very important for all participants to

create and agree upon unified policies and procedures that transcend the boundaries of the participating organizations and countries where they are located. All participants in the SPAN project must clearly understand their place in the overall scheme of things, including their obligation to operate by rules that apply to everyone.

### 3.2 Basic processes of the SPAN project

Before beginning a process analysis, it is necessary to point out that IREX has tremendous experience managing partnership grants and management of the SPAN project is performed on a highly professional level. Nevertheless, as with any self-critical, “learning organization,” there is always the possibility for improvement.

The SPAN project involves five key organizational processes:

*Managing grant rounds*

*Monitoring and self-evaluation*

*Reporting and feedback on reports received*

*Technical assistance provided by IREX to the partners*

*Distribution of information and networking*

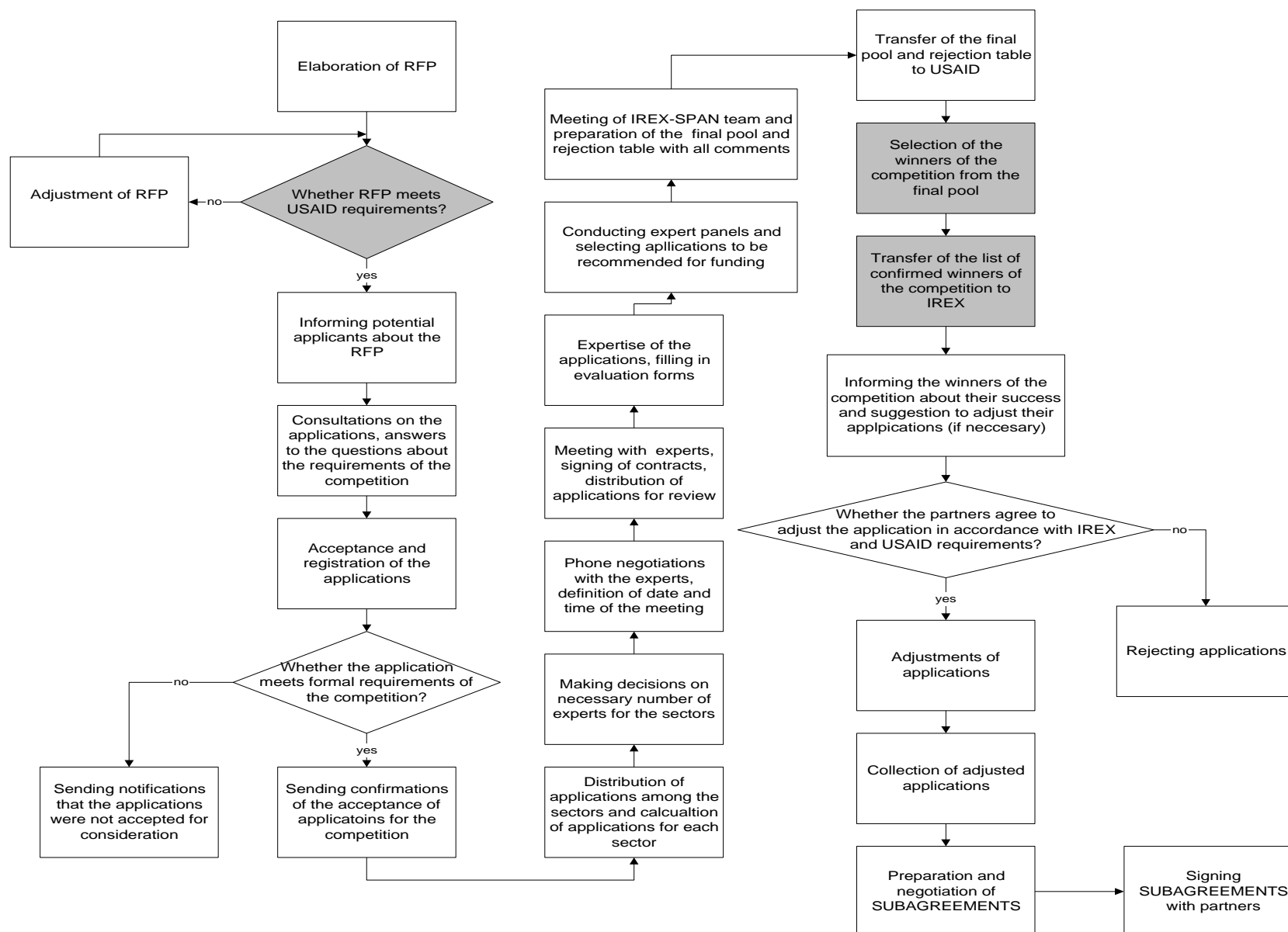
#### *Managing a Grant Round*

Grant rounds are the central organizing feature of the SPAN project. A grant round is the two-fold process of naming and advertising SPAN project objectives and then selecting partnerships capable of the most effective implementation of those objectives. A flowchart of a single grant round is included below as Diagram 5. Since IREX does not yet have a single, formal description of a grant round, the flowchart was created on the basis of interviews with IREX specialists and other available documentation<sup>4</sup>. The flowchart accurately reflects the competitive selection and grant making process from the development of the RFP to the signing of Subagreements with the winners of the competition. Steps in the grant round performed by USAID are shown in gray.

All of the grant rounds were performed within specified time frames and in accordance with rules agreed upon by USAID and IREX. IREX effectively completed the huge task of informing potential participants about the competition, consulting with grant applicants, and sharing expertise related to the application process. It is also necessary to note the well organized storage of documentation in IREX offices in Russia and the USA. We were provided with any materials related to the SPAN project in a very efficient way.

---

<sup>4</sup> Documentation of procedures used throughout the project does exist. When Tracy Dolan, the current IREX-Moscow Director of the Partnerships and Training Division, came into the project in the midst of SPAN Round Three, she was immediately able to begin managing the project on the basis of documents given to her by her predecessor. His files, which included detailed descriptions of each step of the funding rounds as well as issues related to all of the partnerships, adequately documented each stage of the project up to that point and included a summary of “lessons learned.”



**Diagram 5. SPAN grant round flow chart**

In this section of the report we would like to address the issue of interactions between IREX and USAID during discussions of the final pool. In their conversations with the evaluation team, both USAID activity managers and IREX staff mentioned disagreements which arose between USAID and IREX regarding the quality and results of the preliminary selection of applications. To the credit of both parties, these disagreements were resolved every time through negotiations. It is important to «get to the bottom» of these disagreements, however, because the negotiations consumed considerable time, effort, and emotional energy.

Because of the nature of SPAN activities, i.e., crosscutting programs in support of all USAID-Russia efforts in key priority areas, and the frequency of changes in Mission priority areas and intermediate results, the Cooperative Agreement between USAID and IREX establishes only general criteria and formal obligatory requirements to be met by partner organizations.

Besides expertise in the subject fields USAID brings knowledge to the selection process that was not communicated earlier to the selection panel -- and it may be that USAID has new information that was not available at the time the RFP was written and approved. For example, USAID may know that an applicant has just received significant funding from another source, perhaps from some other part of USAID itself. Or a new directive may have been issued recently setting new priorities that alter those communicated at the time the RFP was issued. In other words, USAID's funding priorities are neither "static" nor totally context-free. Often these events are not within USAID's control and they could not be known at the time of the RFP.

For its part, IREX acts in accordance with rules agreed on with USAID and uses the agreed system of assessing applications with criteria specified in the RFP. The resulting final pool of applications is the agreed consequence of the application assessment process. So, «formally», USAID does not have any grounds for questioning the results of IREX activities.

Thus, the fact that the results of the selection process did not correspond with USAID's expectations is a signal that:

- a) the selection process is not working in accordance with the donor's wishes,
- and/or
- b) there is no effective way for incorporating important current information from USAID into the selection process.

In the first case (a), USAID should evaluate the results of the competition against its priorities, and when the final pool does not meet its requirements, USAID should have a way to modify the selection process. In the second case (b), the problem becomes one of how to design a selection process that incorporates important new information in a seamless manner. Both cases are related to the design of the selection process.

In an attempt to eliminate these problems, the representatives of IREX and USAID decided in the 4th round to include USAID representatives (activity managers and subject experts) in the expert panels during the preliminary assessment process. Their intention was to incorporate USAID knowledge into the selection process and avoid contradictions at a later stage after the proposals had already been selected by the expert panel and recommended by IREX. This approach did not solve the problem; USAID still disagreed with some of the results of the 4th round selection conducted by IREX and decided to fund two projects rejected by the expert panel and by IREX.

From an organizational point of view, we believe that the disagreements on the results of the selection process were the consequence of three unresolved problems.

- 1) The selection process is designed so that there is no way to incorporate USAID knowledge and new information USAID receives in the preliminary stages of assessing applications.
  
- 2) The main principles for guiding the management of grant rounds are not yet formalized and agreed on by the parties. Some principles are partially stated in various documents and some are assumed by default by various people in various forms. When USAID casts doubt on the results of the work conducted by IREX, it «violates» the principles of the «Invariability of Decisions Which Have Already Been Made» and «Permanency of Rules» (expressions proposed by the evaluation team and elaborated below) which were followed, by default, by IREX.
  
- 3) Experience has shown that agreement on the content of the Request for Proposal proved an insufficient basis for managing the complex project selection process. Since it is not possible to foresee all situations, it is both necessary and desirable to use such a significant, emerging situation as the occasion to create new principles and policies. It was possible to modify the evaluation procedure and to agree on the correctness of the modified procedure. It should also be possible to introduce mechanisms into future grant rounds that accommodate USAID's requirements. It should be possible, for example, to agree on expert staff so that both USAID and IREX trust the specialist panel. With agreement on selection criteria («They are appropriate.»), expert staff («We trust them.») and selection procedures («We consider them to be correct.»), the results of the selection process should be accepted by both parties. Nevertheless, there should still be a means for modifying this process and incorporating new information in a seamless manner.

### ***Conclusions***

- IREX has years of valuable experience managing grant rounds. This experience should be thoroughly analyzed and described in policy and procedural terms. Such a document containing the internal policies and procedures that will summarize and systemize IREX's experience in managing grant rounds will be useful from both a practical and a methodological point of view, i.e., it will benefit current projects as well as functioning as a foundational resource for years to come. It is essential to preserve this institutional memory of field experience and to formulate



knowledge important for the organization from the experience of specific people.

- Disagreements between USAID and IREX while discussing grant round results are caused by the lack of effective policies and procedures for round completion. The existing selection process doesn't allow USAID to effectively incorporate its knowledge, expertise and the new information it receives to the benefit of the SPAN program.

### **Recommendations**

*1) The selection process should be modified so that USAID considerations are incorporated, legitimately and integrally, not applied to reverse "final" recommendations by the expert panel and IREX. The optimal mode of incorporating USAID in the selection process should be jointly explored by USAID and IREX, and the selection process modified accordingly.*

*2) Formulate basic written principles (policies) for guiding and detailed procedures for managing grant rounds. It is convenient to use flowchart methodology to graphically illustrate such procedures.*

*As examples<sup>5</sup>, we suggest the following principles for discussion:*

*Permanency of rules. The declared rules for managing a grant round cannot be modified before the round is completed.*

*Openness of procedures. Participants in the competition are informed about how the process of identifying winners will be organized.*

*Confidentiality of experts. The list of experts retained to assess applications and any information about them is kept confidential. Access to this information is granted to a limited number of IREX and USAID employees.*

*Independence of experts. Specialists conducting expert assessments of applications are identified and assigned by IREX and work individually and independently from one another. Experts should not know who else is assessing any given application.*

*Division of competence. Expert assessment of applications is conducted by specialists exclusively within the limits of their own competence. One consequence of this principle might be, for example, that assessment of the Partnership Component of an application would be conducted by IREX employees as "specialists in partnership," and not by experts in other specific areas.*

*Division of power in decision making. Experts involved in assessing applications do not take part in deciding which applicants to include in the final pool. IREX specialists do not participate in the expert assessment of applications and do not influence this step in the assessment process. Rather, IREX specialists are responsible for naming the final pool in light of the experts' rating. USAID does not participate in the expert assessment of applications and does not influence this step in the assessment process. USAID does not take part in deciding which applicants to include in the final*

---

<sup>5</sup> The evaluation team realizes the complexity of this situation and suggests the following principles only as an example for further discussion between USAID and IREX. We don't pretend to be able to suggest the right solution without participation of both parties involved. We hope that the format of the suggested principles and the questions those principles address may help to focus the discussion on the key issues in finding the best solutions.

pool. USAID does select the winners of the competition from the applications included in the final pool by IREX.

Invariability of decisions which have already been made. The decisions made during the assessment of an application cannot be changed at further steps. For example, the rates given by an independent expert can not be modified at a meeting of IREX managers, nor could an application rejected by IREX be declared a winner by USAID.

3) IREX should carefully analyze the processes used for the expert assessment of applications and should create policies and procedures for managing this specific step in each grant round. The present study did not have as its goal a thorough analysis of how the expert assessment was organized, nevertheless, the information that we received shows that the parties would do well to:

- a. Clearly define what practically constitutes “independence” and to make sure that experts work in conformity with these operational rules. (For example, experts are not to be influenced by other experts nor by IREX and USAID.)
- b. Define the exact standards that an application must meet in order to receive the maximum points for each rating. These standards should be available to all experts as formal, written guidance.
- c. All experts should evaluate projects using a single rating scale. For example, experts might award top projects 8, 9 or 10 points out of a possible 10 points on a “10-point scale.” The introduction of weighted ratios and the final calculation of points awarded to any application should be made by IREX.
- d. Define the status of the decisions made by the experts and strictly respect them. The experts should assess the applications, but should not discuss whether any given applicant should be recommended for funding. The decision about what projects to recommend for funding should be made by IREX, taking the experts’ opinions into consideration. The decision on what applicants will actually receive funding should be made by USAID, in its turn, taking IREX’s recommendations into consideration. (This step-by-step process is analogous to the process of taking testimony in a court of law or conducting hearings before a legislative committee. Experts offer testimony within the framework of their competence and may even draw conclusions, as when a forensic psychiatrist makes a judgment about a defendant’s competence or a scientist draws conclusions about the efficacy of a drug. But in both cases, testimony is offered by experts whose only role is to inform other persons who are empowered to make the final judgments.)
- e. Discuss the possibility of using individual expert ratings for every application instead of expert panels.

## *Monitoring and self-evaluation*

We shall start from a definition of key concepts.

“*Monitoring*” is the continuous tracking of work progress in the framework of a project, program or organization, for the comparison of the actual status of activities with the planned status. Monitoring implies a systematic collection of information about the progress of work—a kind of “scanning” of the situation—conducted as a routine procedure intended mostly for timely identification of deviations from the defined plan. A well-organized monitoring system allows the head of an organization to react to deviations in time to keep his/her organization’s efforts “on track.”

“*Evaluation*” or “self-evaluation” takes monitoring a step further and implies a deeper penetration into the reality of the situation. Evaluation analyzes the results of activity and compares these results with certain criteria. Evaluation provides a basis for drawing conclusions about the effectiveness of a program, project or organization and for making recommendations for improvements in the future. Data received from monitoring activities are used in conducting evaluations and making recommendations.

Self-evaluation was one of the mandatory sections of the SPAN project application and in the SPAN RFP partners were asked to:

- describe how they would evaluate the success of their project on the basis of their goals and objectives and how they would demonstrate visible results in relation to USAID’s Strategic Objectives;
- state the expected results and benefits of the proposed project to both US and Russian partners and how they would document them.

In accordance with the RFP, a self-evaluation section was present in every application.

After the completion of every grant round, a workshop was held for representatives of the organizations receiving grants. One of the workshop sessions (1.5 hours) was devoted to monitoring and evaluation.

**IREX Monitoring Role.** IREX was involved in both financial and program monitoring of projects. Because analysis of financial monitoring activities is beyond the scope of this evaluation, we will simply note that financial monitoring of the projects with American lead partners was conducted by the US office of IREX, and financial monitoring of projects with Russian lead partners was conducted by the Russian office of IREX. Because Russian organizations often have difficulty with reporting, mainly because of differences between Russian and US accounting systems and difficulties with currency conversion, the IREX/Moscow financial staff is in touch with all the Russian partners (both lead and non-lead). For example, the IREX/Moscow Senior Financial Officer regularly answers questions from Junior Achievement Russia.

Program monitoring was performed by IREX program officers. One Russian and one American IREX officer were assigned to each project. Phone conversations, e-mail correspondence, and site

visits (at least twice a year) were used to collect information about project progress. Together, these two officers tracked the progress of the project and provided necessary technical assistance to the partners. All IREX officers (with the exception of two specialists recently hired by the American office) have the experience of participation in dozens of site visits. Interviews with partners confirmed the reality of regular communication and good working contacts with IREX specialists.

IREX specialists have up-to-date information about the progress of every project and are personally acquainted with the employees of partner organizations. Problems emerging during the projects were identified in time and the quarterly reports submitted by IREX to USAID contained detailed descriptions of the status of every project.

The only difficulty in tracking projects noted by IREX specialists was the fact that the partners did not always inform IREX of important events being planned. As a result, IREX was not always able to attend important events or to inform USAID about these events. We understand that the partners had not appreciated the importance to IREX of attending such events, and thus, of being informed about them before they occurred.

Soon after the financial crisis of 1998, IREX conducted an urgent interview of partner organizations. IREX wished to understand how the crisis had influenced the partner organizations and what impact it would have on the SPAN project as a whole. IREX learned that the partnerships had lost almost none of the SPAN project funds. During our interviews, the partners confirmed that the main problems they faced were related to the paralysis of the Russian banking system and the fact that it had not been possible to use familiar mechanisms of funding. New funding mechanisms were found by the partners, either by themselves or with the assistance of IREX, during the two months after the crisis. In some cases these challenges only caused delays in project implementation schedules. During one of the interviews conducted by the evaluation team, when an American partner was asked about the impact of the 1998 crisis on the course of the project, he replied, "What crisis? Our Russian partner has not mentioned any crisis!"

In the opinion of the partners, the impact of the crisis was rather positive for them. The US dollar exchange rate increased four times in relation to the ruble. At the same time, prices and salaries in Russia were increasing more slowly than the dollar exchange rate. As a result, the partners had at their disposal sufficient rubles to perform more work within the framework of the grant. Partners sought and received IREX's approval to conduct additional workshops and conferences, and/or to buy additional equipment and materials.

USAID Monitoring Role. USAID monitored IREX activities using various methods of information gathering, including interviews (personal meetings with IREX employees), telephone conversations, e-mail correspondence, site visits to partnership projects, IREX reports, and, selectively, reports of the partners.

In interviews with the evaluation team, USAID activity managers noted that they had not always gotten information about the progress of the SPAN project on time or in necessary detail. In particular, they mentioned the delay or the lack of information about important events (as mentioned

above) and irregular information about solutions to problems identified by IREX. USAID representatives also mentioned their desire to conduct more site visits together with IREX.

The evaluation team's interviews at IREX revealed that IREX specialists were not aware of USAID's problems getting information on the progress of the SPAN project.

On the basis of this feedback, we see that communication between USAID and IREX is not effective enough. This is caused by the absence of a monitoring system for the SPAN project itself. Both IREX and USAID work independently and have independent experience tracking the progress of the projects which is not formalized in both organizations. Absence of an agreed system of policies and procedures for project monitoring allows the continuance of flawed communication that leads to the deficiencies noted above.

We shall consider an example.

IREX identified a financial problem in one of the projects. The problem turned out to be so serious that IREX suspended the project's funding. IREX informed USAID about the measures it had taken, including steps planned for problem solving with the partner. For various reasons, several months later, the problems had not yet been resolved and the deadline for fulfillment of the planned steps had passed. In situations involving non-compliance like this, a rule that could help to avoid misunderstandings between IREX and USAID might be formulated, for example, like this: "If a problem situation arises during implementation of a SPAN project, IREX will immediately inform USAID about the problem and the plan for its resolution, with specific dates, so that IREX can systematically inform USAID about the status of the problem solving plan."

Partner Self-Evaluation. The SPAN project was implemented with the assumption that partners would not only provide IREX with information for project monitoring, but would also conduct self-evaluation in accordance with the models defined in their applications. The interviews conducted by the evaluation team showed that all partners provided information about the progress of their projects, but only 20% of the partners conducted any self-evaluation. Most partners' reports omit any analysis of project progress that takes into account the distinction between monitoring and evaluation and the requirement to undertake both. We believe that this situation is explained by the lack of self-evaluation skills among most partners and also by the fact that partners do not pay particular attention to analyzing the progress of their own projects.

Self-evaluation is a rather difficult process. The 1.5 hours allocated at the grantee conference to orient partners to monitoring and evaluation turned out to be insufficient. Moreover, most of the participants in the conference had other priorities which drew their attention, including financial management and financial reporting, procedures for interaction with IREX, and negotiations with their partners regarding future projects. It would not be correct to expect the partners to conduct self-evaluation without more adequate training.

## **Conclusions**

- IREX possesses information on the progress of partnership projects and is able to identify emerging problems on a timely basis.
- IREX specialists' experience in project monitoring allows them to achieve good results, however, this experience is not systematized in any formal document. There is no formal monitoring system and the adequacy of understanding situations is dependent on the individual skills of IREX specialists.
- A formal system of project monitoring based on IREX's successful experience would make it possible to save time training new specialists, would make employees' reports more consistent and convenient to use, would increase the effectiveness of interaction with the donor, and would expand IREX's institutional memory. Work in this direction is already underway.
- There is not enough clarity between USAID and IREX concerning rules and procedures for monitoring IREX's activities.
- Communications between USAID activity managers and IREX are not sufficiently effective.
- Partners provide IREX with complete and timely information about the progress of their projects' implementation, however, most do not conduct self-evaluation because they lack the necessary skills and instruments.

## **Recommendations**

- 1) Set up a system of SPAN project monitoring that can be used in other IREX partnership projects. This system should include guidance on how to plan monitoring activities and a definition of tasks for specialists conducting monitoring activities.*
- 2) The system of SPAN project monitoring should consist of three levels: monitoring and self-evaluation at the partnership level, monitoring at the IREX level and monitoring at the USAID level. The rules and procedures for monitoring on all three levels should be agreed on by IREX and USAID.*
- 3) Compile and to distribute a "how-to" manual on self-evaluation oriented to independent use by the partners. A self-evaluation toolkit should be included in the manual. Explain to partners at the grantee conference why self-evaluation is necessary and practically beneficial, and what importance is attached to self-evaluation by USAID. It is important to define it as a specific, practical task rather than as a general recommendation or advice. Organize a thorough-going training on self-evaluation for representatives of partner organizations.*
- 4) Conduct a meeting with IREX staff and USAID activity managers to discuss roadblocks in the information exchange process and to find ways to improve the effectiveness of communication. The resulting decisions should be defined as formal rules and procedures.*

## Reporting and feedback on Reports

Partners submit to IREX monthly activity and financial reports and a final report after the completion of the project.

IREX submits to USAID program and financial reports as well as reports on their site visits and, if necessary, reports from partners. After the completion of the SPAN project, IREX submits a final report.

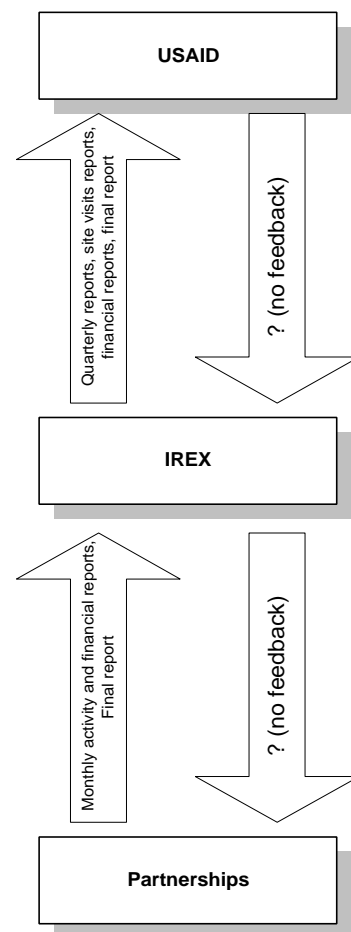
All the partners interviewed by the evaluation team reported that the requirements for reports were clearly formulated and necessary instructions were included in the manual handed to them at the grantee conference. In several cases, partners reported that the requirements for financial reporting were so well formulated in the manual that it had been unnecessary to consult IREX further. The requirement to submit monthly reports was perceived differently by different partners. About one third of those interviewed believed that, since report preparation is so time consuming, monthly reporting is too frequent and that reporting on a quarterly basis would be sufficient. One partner suggested the possibility of writing a full report in only one language, for example, in Russian, with a summary report in English. His rationale was based on his assumption that it would be necessary to write two distinct reports, one in each language, to guarantee the quality of a full report in both languages.

All the partners reported that they received necessary feedback from IREX regarding financial reports and practically no feedback from IREX about the program component of the reports.

IREX employees at both offices gave similar answers about feedback on their reports to USAID. All of them reported that they had never received any direct feedback from USAID on the quarterly reports they had submitted. (See Diagram 6.)

## Conclusions

- The requirements for reporting in the framework of the SPAN project are well formulated and reports are submitted by all parties in sufficient detail and on time.
- Monthly reports are difficult for one third of the partners. Some partners also find it difficult to write reports in two languages.
- Neither the partners nor IREX receive feedback from the recipients of their reports, i.e., IREX and USAID respectively. Information flow is one-way.



**Diagram 6. Reporting and feedback in the SPAN project**

***Recommendation:***

*Make the exchange of information two-way by requiring feedback to submitted reports. IREX could do this using electronic mail. USAID and IREX could hold quarterly meetings for this purpose.*

***Technical assistance***

Technical assistance provided by IREX to the partners includes workshops for the winners of the grant rounds; program, financial, and/or administrative consultations regarding current problems; and mediation assistance to help with the establishment of effective partnership relations.

All the interviewees confirmed the good organization and timeliness of workshops and the high quality and practical usefulness of hand-outs. In the opinion of the partners, these workshops have two main tasks:

- meeting with project partners to discuss plans for future joint work, and,
- getting detailed information on requirements for grant management and reporting.

Partner requests to IREX were mostly for updates of budgets and working plans. In all cases, partners received fast and competent answers. The only exception was the financial crisis of 1998, when some Russian partners managed to find alternative funding for their work before IREX proposed its own scheme, a delay clearly related to the severity of the national crisis.

Most of the interviewees believe that the main role of IREX is to administer the grants and monitor the partnership projects. Practically all of them consider this role to be extremely important, since USAID is not able to maintain such a number of small projects.

At the same time, the partners do not regard IREX as a consulting service. In particular, none of the partners confirmed IREX's mediation role. All of them reported that they had developed their relationship with their partners and had solved emerging problems on their own, without asking for assistance from IREX or any other independent organization. Such a discrepancy between the self-definition of IREX and the perception of IREX's partners can be explained by various reasons:

- IREX overestimates the importance of its role as a mediator within the SPAN project. This role may have been more explicit in previous partnership projects.
- Partners and IREX mean different things when they speak about mediation.
- Partners do not want to speak about IREX mediation services since issues requiring mediation are often very sensitive.

While all partners confirmed the positive attitudes and openness of IREX staff, representatives of strong partner organizations with extensive working experience and strong professional staff only regard IREX as an organization for conducting the competition and managing grants. They do not need consulting assistance from IREX.



### *Conclusions*

- IREX technical assistance to the SPAN partners was mostly limited to conducting the startup workshop and further consulting regarding the update of budgets and plans.
- In some cases, when partners lack extensive experience in grant administration or when the partners faced unexpected circumstances, IREX specialists helped them to resolve emerging problems with timely, highly qualified assistance.
- The higher the institutional capability of partners, the less they feel the need for consulting services and other technical assistance from IREX. As partner organizations mature, IREX will have increased opportunity for in-depth research and analytical work with a corresponding increase in the importance of its monitoring and evaluation functions.

### *Dissemination of information and Networking*

The chart below summarizes IREX's fulfillment of its obligations for dissemination of information in accordance with its Cooperative Agreement with USAID .

Obligation	Fulfillment
Develop a brochure in English and Russian on the SPAN program	The brochure was developed and published.
Add a World Wide Web page on the SPAN Program to the IREX server	A World Wide Web page on the SPAN Program was installed on the IREX server
Create a listserv for the Russian and American SPAN partners	Listserv was developed and works
Collect a one-page English and Russian fact sheet about all subgrantees	The fact sheets have been collected
Collect and catalog products created by SPAN partnerships	This work is being conducted and will be completed by the end of the SPAN project

In meetings with the evaluation team, partners made several important recommendations for improving the effectiveness of information dissemination.

Web presence. The SPAN Project web page should be more dynamic by updating information on this page more often and by including success stories, articles for use with newspapers and magazines, problems and solutions, requests of the partners to each other, etc.

IREX networking support for SPAN partners. Many partners reported that they would like to have more information about other partnership projects and about opportunities for extending their own

linkages. SPAN workshops cannot meet this need as partners prefer to use these workshops for communication with each other and not with representatives of other projects. The potential benefit of networking support by IREX is far from being fulfilled. During evaluation interviews partners were eager for information members of the evaluation team might have about available opportunities. For example, during the interview with representatives of DCTV in New York City, DCTV's commitment to work with disabled people came to light. The DCTV staff members were interested in learning about the two SPAN partners (World Institute of Disability/ Perspektiva) who focus on disability awareness and have experience and techniques of potential benefit to DCTV.

Public relations. SPAN project results are widely discussed in Russian mass-media, especially at the local and regional levels, while American mass-media receive no information about successful SPAN partnerships. For example, an American partner spoke about a reporter who wanted to do a partnership story only to be blocked when his editor learned that the story's central theme was not about corruption. In the face of such editorial tendencies, publication of successful partnership stories in American mass-media is essential for informing American citizens about progress in Russian-American relations.

### **Conclusion**

- IREX fulfills its obligations on information dissemination. In the course of project implementation, however, several additional arenas of need have come to light.

### **Recommendations**

- 1) *Consider ways for expanding the number of resources available on the website and keeping it more current.*
- 2) *Activate a more extensive partner networking function. To achieve this goal it is probably necessary to develop new methods of work, including use of the Internet and telecommunications.*
- 3) *Promote the placement of information about the SPAN project and success stories about Russian-American cooperation in American mass-media.*

## **3.3. Flexibility of the program**

We have already mentioned the fact that, without exception, all the partners highly praise the flexibility of the SPAN program, especially in comparison with other programs in which they have participated.

We will give several examples.

The ISC (Vermont) / Clean Home (Nizhni Tagil) partnership approached IREX with a request for permission to purchase two refuse collecting machines, though these had not been envisaged in their project plan, nor, of course, in their initial budget. The request was well substantiated and permission was granted.

The Vozmozhnost dlia Vsekh / Opportunity International partnership developed microlending programs in the Nizhni Novgorod region. By the end of the project, the Russian partner had achieved a level of loan

repayment sufficient to support employee salaries. Because it did not need SPAN grant funds to pay its staff, the Russian partner requested that funds from the salary account be transferred to the organization's credit portfolio, allowing it to extend its lending activities.

Most partners had to postpone elements of their project implementation because of the 1998 crisis. These updates in workplans and timelines were completed quickly and to the benefit of the partners.

### ***Conclusion***

- The SPAN program reacts flexibly and creatively to partners' needs in the changing environment.

## Section 4 Program Results

In this section of the report we describe the results of the SPAN project for the partnerships (Diagram 7).

The results described below all contributed to the sustainability of the partners which increased in nearly all cases. We shall review project sustainability in greater detail in the next section.

In spite of the fact that it was not one of the SPAN priorities, establishment of new organizations was an important outcome for one third of the projects.

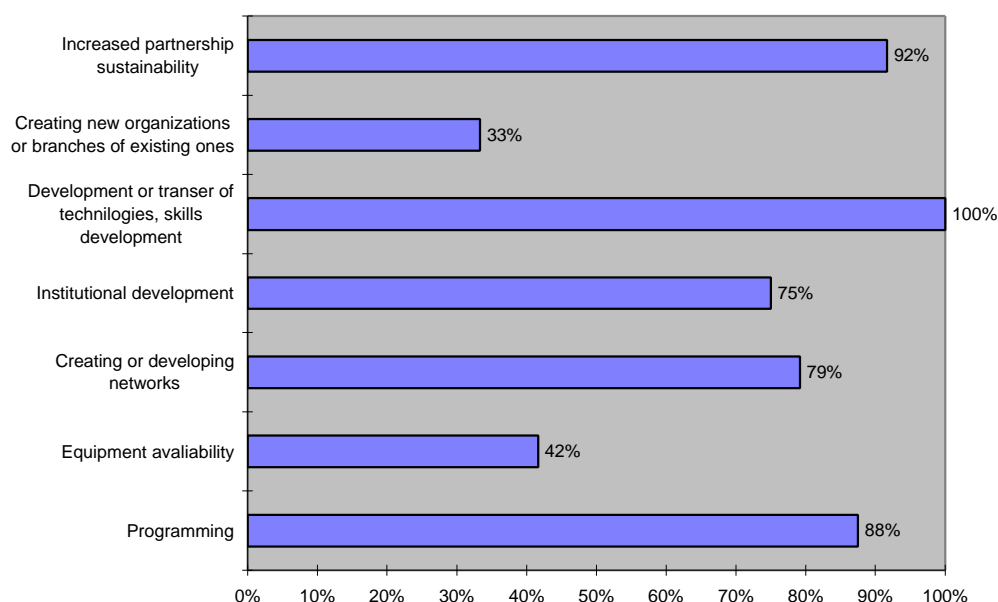
All 24 partnerships were creating new or improving existing technologies as well as distributing these technologies. In our reporting, we have combined acquisition of new skills with development of new technologies since these two processes are closely related.

We found that the SPAN project had assisted the institutional development of 75% of the partnerships. This is a testimony to the fact that a quarter of the SPAN partners are already strong, self-sustaining organizations for whom the impact of a single project is minimal.

It is interesting to note that the SPAN project helped 79% of the partners to establish new networks. Approximately one third of these cases were not planned. Such unanticipated interest in informal professional and mutual interest connections suggests the large potential for formal networking assistance as a legitimate development strategy in its own right.

Equipment was of central importance for implementation in 42% of the SPAN projects. This does not mean that other partners did not purchase equipment, but rather that we highlighted the projects where new equipment was of crucial importance, e.g., sewing machines for shops in St. Petersburg and modern digital editing equipment for creating videos on community issues in Tomsk.

New discoveries and skills in programming can be identified, in our judgment, in 88% of the projects. The rest (12% = 3 projects) did not acquire anything new in this area because they used rather standardized programs in their new areas of activity.



**Diagram 7. The results of the SPAN Project for partnerships**

## Section 5 Sustainability of SPAN Partnerships

Since the term “sustainability” cannot be exactly translated into Russian, writing the report in English eases the task of the evaluation team. Sustainability of partnerships most often implies one, two or all three of the meanings shown in Diagram 8.

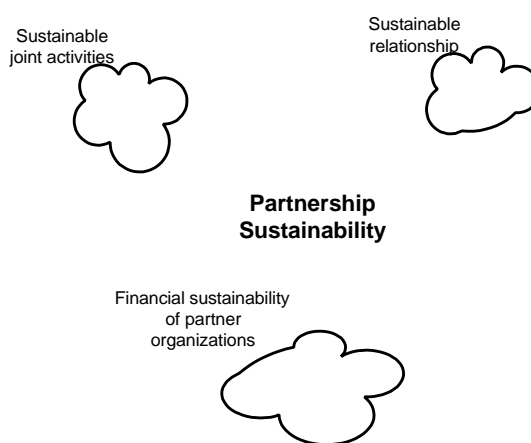
Many partners said that sustainable relationships do not depend on this or that project, finances or other external factors. In many cases SPAN partners already have long-term, sustainable relationships; they know that they will cooperate irrespective of their success or failure in this or that competition. It seems clear that the meaning of the word ‘sustainability’ becomes real for partners in their long-term, common partnership strategies which do not depend on a specific project or projects.

Sustainable joint activities are nevertheless dependent on finances. Some partners said that it was necessary to perform some joint work in order to maintain the relationship, and for this purpose they needed funds. However, the level of joint activity necessary to maintain the relationship does not need to be very high. Partners may have enough money to maintain joint activities if both organizations are individually financially stable.

One definition of financial sustainability is contained in a well-known formula. Financial sustainability is the ability of an organization to:

- cover current expenses from current revenues,
- cover future expenses from future revenues,
- acquire fixed assets,
- cover unforeseen expenses.

**Diagram 8. Meanings of Sustainability**



In summary, we see that a sustainable partnership is a partnership between two financially sustainable organizations operating together out of a long-term, joint strategy.

The importance of the SPAN project for the maintenance of partnership sustainability is that Russian and American organizations received financial assistance (cf. the definition) in order to work together for the relatively long period of 1.5 years, implementing their long-term plans.

We tried to evaluate the number of sustainable partnerships corresponding to our definition.<sup>6</sup> For this purpose we initially assumed that a long-term, joint strategy does not require a formal structure or document, only that partners be aware of future joint activity. By this definition, all but two of the 24 partnerships (22 = 92%) may be considered sustainable partnerships. See Diagram 7.

<sup>6</sup> It is important to understand that we did not perform a detailed evaluation of separate partner organizations and drew our conclusions on the basis of only a brief review.

It is possible, however, to define tighter limits, for example, to consider that a sustainable partnership exists only when partners have in mind one or more of the main components of a joint strategic plan. Their plan need not be structured or documented. In this more restrictive sense, we estimate that the number of sustainable partnerships will be not more than 2/3 of the total—less than 16.

If we draw the criteria more tightly still, we see that not more than eight partnerships have well developed and formally documented joint strategies.

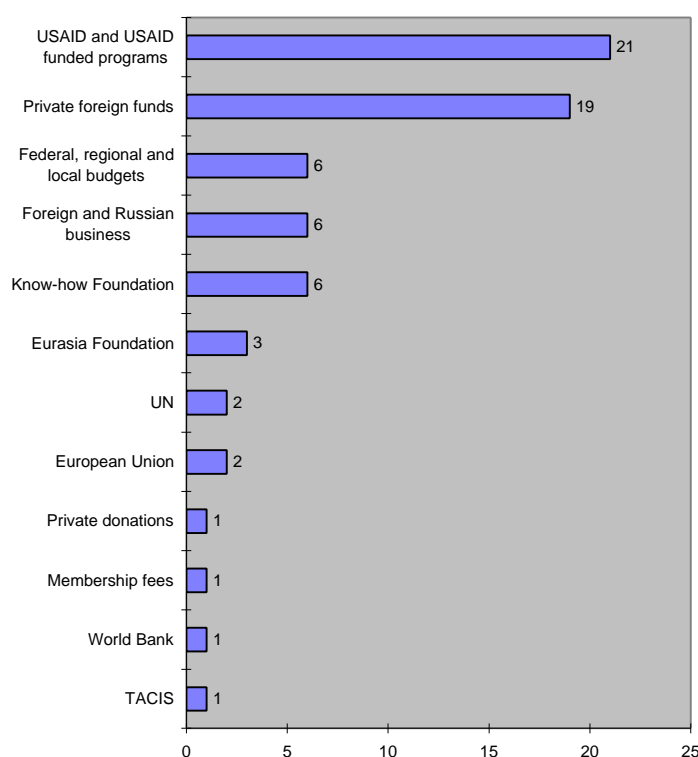
All partner organizations can be considered financially sustainable according to the four-part definition above, but the approximate number of sustainable partnerships—those which will continue their joint activities after the completion of the SPAN project—will be in the range of from 8 to 16 partnerships.

We are not inclined to link the sustainability of a partnership directly with whether partner organizations sell goods or services. No partnership interviewed by the evaluation team believed that it would develop in the near future exclusively by selling goods or services. All partners count, to a greater or lesser degree, on donor assistance.

Nevertheless, at the time of the evaluation:

- 10 SPAN partnerships received some revenues from selling goods or services,
- 2 had an opportunity to sell goods or services and wanted to try it out,
- 12 did not see such an opportunity and had decided to attract funds by other means.

We interviewed all Russian SPAN partners regarding the sources of funding they had had in the past or had at the time of the interview. SPAN project funding was not included. Their answers are shown in Diagram 9. The numbers in the diagram show how often each source of funding was mentioned.



**Diagram 9. Sources of Funding mentioned by Russian SPAN partners**

It is easy to notice that more than half (60%) of the funding sources named by the partners are related either to USAID or to foreign private foundations. These data correctly reflect the proportion of funding sources for Russian SPAN partners. However, it would be necessary to conduct additional research to get more particular quantitative indicators.

As far as Russian-American PARTNERSHIPS are concerned, none of them have linkages with any donors in Russia except USAID.

## Section 6 Perspectives on developing partnership projects

---

It is obvious that IREX and the partners involved in the SPAN project have accumulated a unique body of knowledge from their experience implementing Russian-American partnership projects. From one third to one half of the partnerships funded by the SPAN project are sustainable and will likely continue joint activities after the completion of SPAN project funding.

For the sake of future partnership programs is very important for USAID to tap the potential knowledge base resulting from the SPAN project. To turn project experience into useful knowledge it will be necessary to ensure that:

- IREX and the partners analyze and describe their experience,
- this experience be disseminated in tangible, useful forms,
- organizations possessing this experience take part in its dissemination.

Analysis and description of partnerships' experience is a separate and labor intensive task not foreseen in the agreement between IREX and USAID. Yet there is still sufficient time before the completion of the project and we recommend that discussions be organized to define the tasks, methods, time and resources needed to effectively document partnership methodologies and practices developed by SPAN project participants. We believe that it is very important to make the process of analyzing partnership experience participatory by involving both Russian and American partners.

This joint work could take place at the partnership project conference which is to be held after the announcement of the results of the 4th round. Planning should begin as soon as possible so that tasks can be defined and the conference designed to accommodate this analytic and descriptive work. At the same conference it would be possible to compile recommendations on strategies for developing USAID partnership programs. To facilitate this work, questions need to be formulated and made available to the partners in advance and there needs to be a simple and effective means for collecting and collating responses.

In the course of the SPAN mid-term evaluation, the IREX team proposed the publication of a type of how-to manual on administering partnership projects, using the April partnership conference as a springboard. If there is any additional money available in the subgrant line after final Round Four funding decisions are made, IREX plans to propose that it be transferred to the workshop and publication lines of the budget in order to allow for more of these types of activities. The evaluation team fully supports these suggestions.

Another interesting idea which has surfaced is the establishment of a "Sustainable Partnership Committee"<sup>7</sup> made up of the most successful participants in partnership projects funded by USAID. Such a committee could be a consultative body to USAID on issues related to the development of partnership programs.

USAID is not the only organization funding partnership programs with the participation of Russian organizations. For example, the British Know-How Fund supports a long-term program of Russian-British

---

<sup>7</sup> The author of the idea is Mr. M.Russel, former IREX Senior Coordinator for Academic and Training Programs



partnerships administered by CAF-Russia. We believe that it would be useful to consider holding an international conference in Russia for the exchange of experience in implementing partnership programs.

### **What partnerships should be supported in the future?**

The answer to this question depends on USAID priorities. If the development of partner relationships is defined as the priority, it is necessary to support the partnerships having the highest potential for developing relationships. In this context, there is no strategic return on investment in partnerships that are already sustainable, nor is it prudent to assist organizations that are not quite ready for partnership. In the latter case, assistance is slow and expensive, and the risk of failure is high. It is necessary to identify organizations in the initial stages of developing partnerships which are likely to strengthen their cooperation, define joint strategies, and become more financially sustainable within the timespan of a single project.

The selection of such partnerships will be a key challenge. It is necessary to create a methodology for judging which organizations are at a stage of development with the greatest prospect for achieving sustainable partnership.

However, if the quality and speed of completing socially important tasks is defined as the priority, it is necessary to select existing sustainable partnerships with the maximum professional potential for successfully completing the defined tasks. In this case, the potential for partnership development becomes secondary. Moreover, it will be more efficient to select partnerships which do not need to spend time developing working relationships or solving interaction problems.

### **Is it necessary to support the establishment of new partnerships?**

As demonstrated above, most partners believe that an effective partnership is characterized by multiple relationships between the employees of partner organizations at all levels. If we bring this insight to the broader discussion of interactions between the USA and Russia, we can hypothesize that increasing the number of sustainable contacts between organizations of different profiles, sizes and locations will further the establishment of sustainable relations between the two nations.

Experience in both Russia and the USA supports the hypothesis that partnerships improve relationships between communities and nations. In other arenas of its professional practice, the evaluation team works frequently in Russian regions. In our experience, the overwhelming majority of nonprofit organizations from small towns in Russia have little or no realistic possibility of establishing partner relationships with American colleagues. Nevertheless, the few examples of partner relationships that do exist demonstrate their practical importance. Implementation of a partner project in a small Russian town usually attracts the attention of the authorities, mass-media, and citizens. This attention makes it much easier to engage a variety of people in a small town project. The fact that a foreign partner appears in the town raises the credibility and authority of the Russian NGO and helps it to become more sustainable, for example, by receiving greater support from the local administration, town dwellers, or local businessmen. In our experience, partnership projects with Russians are of similar importance to partner NGOs in small American

towns.

The establishment of new partnerships does not require major expenditure<sup>8</sup>. The budgets of the First Partnership Projects (FPP) can be a half or even a third of the budgets of the SPAN partners.

We suggest consideration of a program to support new partnerships between organizations from small towns in the USA and Russia. This idea is supported by most partners with whom we held interviews. They believe that it is very important to extend the possibility of establishing partner relationships to new organizations. Such a program could be implemented in two stages. First, new organizations can be helped to find each other and to jointly implement a first partnership project (FPP). Second, after the evaluation of the FPP results, the number of applicants can be reduced, and a new competition can be conducted for the support of existing partnerships similar to the SPAN.

Is it possible to support both the establishment of new partnerships and the development of existing partnerships within the framework of a single program? All IREX specialists interviewed by the evaluation team consider that such a program is possible, however, the concept for such a program requires further discussion.

### **What are the areas which favor the most effective use of a partnership mechanism?**

In principle, a partnership mechanism can be effective in any subject area since experience has shown that partnerships' effectiveness does not depend on the partners' field of activity. When partnership is used only as a tool, i.e., if it is not necessary to develop links between different institutions, there are at least eight relevant questions:

Why do the partners need each other?

Is partnership an efficient tool for achieving a project's goal?

Could the same goal be achieved without using a partnership mechanism?

Will a partnership be too expensive (not cost effective) in terms of the «project outcomes?»

Are there any unique resources partners may transfer to each other in order to achieve better results and/or greater impact?

Will a valuable synergy effect result when the two organizations work together?

Is there anything the organizations in question can only create by working together?

Will the project impact be deeper, more extensive or longer lasting in the long run if the partners work together?

Partnerships are becoming one of a variety of widely spread mechanisms for project implementation and it may be that USAID should not even make a distinction between «partnership» and «non-partnership» projects in future. In this case, grant applicants would be allowed to apply on their own or together with one or more organizations. When a partnership mechanism is included in a proposal, applicants should demonstrate how the partnership will be both programmatically and financially effective. A limited fund

---

<sup>8</sup> IREX, which supports the development of new partnerships in the academic sector through its Consortium for Social Sciences and the Humanities, already has experience managing this type of program. The maximum size of grants for new partnerships in such cases is \$10,000.

for partnership projects could be included in each program budget, since partnerships in general and international partnerships in particular, are more expensive than «non-partnership» projects.

A case for using partnership mechanisms might include the following rationales:

- transfer of unique technologies and/or skills;
- creation of new organizations and institutional development along with the transfer of institutional knowledge;
- integration of local (Russian) organizations into the international community;
- complementary resources which partners may put together;
- promotion of innovations locally with the help of a foreign partner.

## **ANNEXES**

## **SCOPE OF WORK FOR EVALUATION OF SUSTAINING PARTNERSHIPS INTO THE NEXT CENTURY PROJECT (SPAN)**

### **I. Activity to be evaluated**

The focus of this evaluation is USAID's Sustaining Partnership into the Next Century (SPAN) Project. The International Research and Exchanges Board (IREX) has administered this project since September 1997. The evaluation should cover the project implementation period from September 1997 to the present.

In general, SPAN contributes towards achieving USAID/Russia's Strategic Objective 4.2 and because SPAN is crosscutting, it complements all of USAID/Russia's strategic objectives. More specifically the project contributes toward achieving USAID/Russia's Strategic Objective 2.1.. «Increased, Better Informed Citizens' Participation in Political and Economic Decision Making», through the promotion of IR 2.1.2., «Increased public access to information which is needed for informed political and economic choices».

Originally \$5.25 million was allocated to SPAN to support targeted and innovative activities that deepen and expand existing relationships between Russian and US organizations within key strategic sectors of the USAID/Russia program, namely rule of law, civil society, health, environment, business development, energy and tax reform.

Since the beginning of the project three rounds of SPAN grants' competition have been conducted and 24 partnerships selected. All partnership activities under the first three rounds of SPAN will be completed by July 2000.

Additional funding in the amount of \$2.5 million has been recently allocated for the implementation of the SPAN follow-on program. This component will provide support to approximately ten-twelve partnerships that will be selected by the end of 1999 under the fourth round of the SPAN grants competition. Funding will be provided to those US-Russian partnerships that contribute to the development of the following areas: civil society, rule of law, health, environment, business development and social sector support.

### **II. Background**

Establishment and further development of partnership relationships between American and Russian organizations is an important step in the transition towards the democratic society and open market economy in Russia. Today, hundreds of American and Russian organizations are working together in partnership in Russia to address many of the issues facing Russia. These partnerships cover all areas of USAID/Russia's development portfolio: agriculture, business, energy, housing, civic initiatives, legal reform, media development, health, and the environment. USAID has obligated more than \$115 million to partnership activities since the beginning of the USAID/Russia program in 1992.

The SPAN project started in September 1997 and complements the work implemented by USAID under the Institutional Partnerships Program (IPP) and Partnerships for Civil Society and Economic Development (PCSED). SPAN is an umbrella program of partnership grants to strengthen and expand existing relationships between Russian and US organizations and institutions. IREX had successfully managed the above-mentioned IPP and PCSED projects for USAID since 1994.

Currently IREX administers 24 SPAN partnerships with funding ranging from \$90,000 \$190,000 for implementation periods of up to 29 months. The partnerships' breakdown in USAID/Russia priority areas is

as follows: civil society (6), environment (4), health (5), business development (8), and rule of law (1). SPAN partners' collaboration unites different organizations in 20 cities of Russia, from the Far East to Moscow, with 16 cities in the United States.

Taking into consideration the high demand for SPAN grants and the fact that partnership programs are effective in creating sustainable change, USAID/Russia allocated additional \$2.5 million for the SPAN follow-on project. Under the follow-on component of the project, the fourth round of grants competition will be conducted. The program focus will be shifted toward the support of social sector and partnership proposals aimed at infrastructure development, youth social services, domestic violence, and programs with a focus on women as beneficiaries. Any network programs in the social sector will also be eligible for funding. Partnership activities under this SPAN Round IV will run through the end of October 2001. The SPAN project will end by December 31, 2001.

Since the SPAN project supports only existing relations between U.S. and Russian organizations beneficial to both partners, special requirements have been developed for partner organizations:

1. The partners must present a joint project that would lead to the strengthening of existing cooperative activities.
2. Only one partner may serve as the grant recipient. The grant may be awarded to either the Russian or the U.S. partner.
3. The partners must provide a minimum in matching contributions of 25% of USAID/Russia funding. Partnerships are encouraged to contribute up to 50% and beyond.

In reality, partner organizations under SPAN Rounds I-III generated an average of 70% in matching funds.

### **III. Information Sources**

The following is not an exhaustive list of available information sources, but the items below provide the evaluation team with the most essential information:

1. Cooperative Agreement with IREX # 118-A-00-97-00282-00 for the period from September 29, 1997 to September 28, 2000 for \$5,250,000.
2. Amendment to the Cooperative Agreement with IREX # 119-A-00-97-00282-01 for the period through December 31, 2001 for \$2,500,000.
3. Quarterly Reports on the SPAN activities covering the period from September 1997 through June 30, 1999 prepared by IREX.
4. Financial Review Report. The USAID/Russia Office of Financial Management (OFM) conducted a Financial Review of IREX in regards to PCSED and SPAN project financial monitoring. The Financial Review Report FAIS-9801 was prepared by OFM in August 1998. The follow-up financial review was conducted in March 1999, and determined that corrective actions had been taken by IREX.
5. SPAN conference materials. In June 1998 and February 1999 IREX conducted conferences for SPAN partners to share experiences, learn procedures for reporting, publicizing and evaluating projects.
6. In the fall of 1996 an evaluation of IPP partnerships was conducted by nine sector-specific consultants hired by IREX to assess the technical merit and appropriateness of the work done by the partnerships.
7. In 1996 USAID/Russia carried out a Partnership Study of all activities using the partnership mechanism to measure appropriateness of the partnership model as a mechanism for accelerating Russia's democratic and economic transitions.
8. In October 1998 «Process Consulting», hired by IREX, conducted an impact evaluation of seven PCSED partnerships.

USAID/Russia and IREX/Russia Project Officers, and IREX staff in the US and SPAN partners, both Russian and American, are also important information sources.

All reports, materials and other information are available in the Office of Democratic Initiatives and Human Resources (DIHR).

#### **IV. Purpose of Evaluation**

This is a mid-term impact evaluation whose main purpose is to assess the impact of the 24 ongoing partnership activities and to determine if these activities are achieving the overall goals of the SPAN project. This evaluation will also examine the impact of partnership implementation techniques on achievement of overall goals of the SPAN project. This is the first independent evaluation of an umbrella project at USAID/Russia in support of partnership activities that will also consider the overall managerial role of Program Administrator, IREX, towards the progress of particular partnership activities and program in general.

This evaluation should reveal both weaknesses and strengths of SPAN partnerships. This information will be extremely useful for all parties involved in the implementation of the SPAN project. Those interested parties include:

- USAID/Russia Senior Management and Activity Managers involved in new projects design, analysis of lessons learned and comprehensive assessment of projects using the partnership mechanism;
- IREX management both in Russia and the United States. Evaluation data may be used to better address needs of SPAN grant recipients. Evaluation Team suggestions might be useful for IREX's further improvement of its technical assistance programs to stimulate the sustainable development of US-Russian partnerships.
- SPAN subgrantees. Positive results of partner organizations' activities, lessons learned will be taken into consideration for the successful completion of SPAN partnerships projects under the first three rounds as well as for the implementation of follow-on activities.

The team hired to conduct this evaluation should collect success stories which may be identified in the discussions with project personnel and activity managers. Collected success stories should be presented in the report but should not influence the objectivity of the overall evaluation. If necessary, the team may place found success stories in a separate annex attached to the report.

#### **V. Evaluation Questions**

The Evaluation Team will conduct or acquire the needed research and write a report that assesses the following issues and questions:

##### *A. Approaches, and constraints of the program*

1. Are IREX's criteria for selecting partnership organizations adequate to effectively identify U.S.-Russian partnerships that can broadly promote SPAN objectives?
2. What are the methodologies IREX uses to attain SPAN project objectives and why these methodologies were selected?
3. What is the impact of IREX assistance on the following areas: (a) programming; (b) equipment availability; (c) network development; (d) institutional development; (e) technology transfer; (f) adoption of new methodology and skills; (g) creation of new organizations; (h) sustainability of partnerships.
4. What are the major constraints facing the program and individual partnerships? What can be done in response to these challenges?

##### *B. Impact and success stories*

1. Comparing the midterm results of SPAN partnerships with goals and objectives set forth in their respective Work Plans, what have SPAN partnerships achieved? Specifically, what kinds of sustainable change, if any, has been created by the partnerships?
2. What is the SPAN project impact and value in helping to sustain partnership relationships between American and Russian counterparts?
3. What are the most interesting success stories as an outcome of the SPAN activity?

*C. Sustainability*

1. How many of the 24 SPAN partnerships have the intention to continue collaboration after SPAN funding ends? How many realistically may be able to continue?
2. How many of the 24 partnerships have sustainable relationships that don't require substantial support from other donor organizations? In other words, are any partnerships self-financing? And how many partners have contacts with other donor organizations besides USAID that will help to sustain their efforts in future?
3. What are the SPAN partnerships' approaches to achieving sustainability of their programs and relationships? How did IREX assist the partnerships in addressing the issue of sustainability? What has been achieved in this regard?

*D. Flexibility of the program*

1. How flexible is the program (structure and content) in responding to changing conditions and varied demands for assistance in Russia? For example, how well did IREX respond to the challenges of the August 1998 financial crisis?

*E. Linkages*

1. What kind of linkages do the partnerships have with other USAID/Russia activities/areas? What difference have these linkages made to the overall program strategy and achievement/sustainability of program objectives?
2. What kind of linkages do the partnerships have with other donors in Russia activities/areas? What difference have these linkages made to the overall program strategy and achievement/sustainability of program objectives?

*F. Recommendations*

1. What project adjustments were recommended in response to the emergency needs of Russian partners that resulted from the August 1998 financial crisis? Were they implemented? What was the result?
2. Which areas of partnerships require special attention?
3. What are lessons learned and best practices of the program that help determine future, long-term USAID strategy in this field?

In addition to the evaluation questions above, the Evaluation Team should be able to obtain specific information regarding SPAN program management and partnership project implementation. The following questions are suggested to be incorporated in the interviews with all SPAN partnerships:



1. What is being done by IREX to ensure that your partnership is on its way to accomplish the project's goals?  
☐ Site visits  
☐ Regular communication  
☐ Special meetings  
 Other, please specify \_\_\_\_\_
2. How many site visits were conducted by the IREX managers to your partnership?  
 In U.S. \_\_\_\_\_  
 In Russia \_\_\_\_\_
3. Were the site visits conducted by the IREX managers helpful to determine your responsibilities within the project?
4. Do you have problems with meeting reporting requirements (both programmatic and financial) established for the SPAN project? If yes, please indicate what are these problems.
5. Do you think that you have adequate and complete information about the SPAN project in general and other SPAN partnership activities in particular? If not, can you suggest what should be done to improve the situation?
6. What is most valuable for you in your collaboration with the IREX managers?
7. What areas could be improved to strengthen collaboration with the IREX managers?
8. How would you rate progress toward achievement of your partnership project objective?  
☐ We have achieved or have nearly achieved everything we set out to do  
☐ Much has been accomplished and it will be completed by the end of funding  
☐ Some things have been accomplished, but difficulties have prevented us from achieving everything we initially planned to achieve.  
☐ Not much progress has yet been made; we have just begun.  
☐ Not much progress has yet been made; it has been difficult as a result of the start-up problems  
 Other, please specify \_\_\_\_\_
9. What are the major aspects in your relationship with the partner organization that you value the most?
10. What are the major constraints facing the program and individual partnerships?  
 External \_\_\_\_\_  
 Internal \_\_\_\_\_
11. Were they resolved in a timely fashion?
12. Do you have difficulties in managing the budget? If yes, please provide details
13. Do you have any suggestions on how can IREX and/or USAID could better address problems during the implementation of the project?
14. Do you plan to continue collaborations with your partner organization after the end of funding under SPAN?
15. What future activities do you envision? (Could be more than one answer)  
☐ Information exchanges  
☐ Personal exchanges  
☐ Joint research  
☐ Expansion of your current activities to other regions of Russia

Other, please specify\_\_\_\_\_

16. If you do not see your current partnership as «permanent», indicate why?

17. What fundraising techniques will you use to sustain the partnership?(Indicate one or more)

\_\_\_Writing applications for grants

\_\_\_Personal visits to individuals or groups who might provide support

\_\_\_Sales or services or products to public

\_\_\_Collection of fees for various services or activities

\_\_\_Membership drives

Other, please specify\_\_\_\_\_

18. Do you consider consequences of the 1998 August financial crisis to be crucial for the productive future collaboration with your partner organization? Why?

## VI. Evaluation Methods

It is recommended that the team interview all the partners during the site visits or on the phone. The evaluation team in collaboration with USAID/Russia will finalize the overall evaluation methodology. However, USAID expects that at a minimum the evaluation team will:

1. Interview 24 SPAN partnerships (on the phone or personally).
2. Interview USAID/Russia technical officers (information is available from DIHR).
3. Conduct site visits to 23 partnership organizations in Russia and seven partnership organizations in the US (based in Washington DC and the New-York city).
4. Review and analyze the existing information on the partnership activities and IREX's performance.
5. Interview IREX staff involved in SPAN implementation.

## VII. Schedule

Approximately eight-nine weeks are estimated to complete this evaluation with an assumption of a five-day workweek. A representative work schedule is indicated below, but it may be modified on mutual agreement between the outside Team and the Evaluation Coordinator.

Activity	Description	Location	Dates
Stage I	Review background and performance information. Discuss and finalize the methodology of evaluation with the USAID/ Russia Evaluation Coordinator and respective activity manager. Develop report outline. Preparation of a Work plan for the evaluation. Select sites to visit in Russia. Make logistical arrangements.	Washington/Moscow	November 23-26
Stage II	Interview of IREX / Washington staff. Interview of American partners in Washington, DC and New York (7	Washington, New York	November 29 - December 10

	organizations). Phone interviews with American partners.		
	Site visits to the selected Russian counterparts outside Moscow (9 cities, 10 organizations).  Interview Russian partners based in Moscow.	Irkutsk, St.Petersburg, Volkhov, Dubna, Vladimir, Nizhni Novgorod, Leninsk-Kuanetski, Tomsk, Nizhni Tagil  Moscow	November 29 – December 17
	Interview USAID/Russia project staff and IREX/Moscow staff.	Moscow	December 13 – December 17
Stage III	Preliminary data analyses and intermediate report for USAID/Russia. Final report draft and structure discussion with the USAID/Russia. Agreement by the Evaluation Coordinator.		December 20 – December 24
Stage IV	Final report drafting, additional interviews if necessary  Final report draft editing	Moscow	December 27 – January 14
	Final report draft submitted to USAID/Russia for comments. USAID/Russia provides IREX with the draft report for comments.  Incorporate the comments into the report, finalize and submit to USAID.	Moscow	January 17 - 24

The final report is expected to be submitted to USAID/Russia no later than February 1, 2000.

### **VIII. Reporting and Dissemination Requirements**

The final report will include an overall assessment of the issues listed in the section «IV. Purpose of Evaluation» and will address the questions listed in the section «V. Evaluation Questions». As an annex, the report will include tabulated data collected as a result of the survey.

Other information to be included in the report will be determined in consultation with USAID/Russia staff over the course of the evaluation.

The final report electronic version on a diskette and five hard copies will be submitted to USAID/Russia. The structure and format of the report will be proposed by the evaluator and approved by the Evaluation Coordinator at the beginning of the evaluation. The evaluation report will primarily be for internal use by USAID project management. It may, at USAID's determination, be disseminated to outsiders.

## **IX. Team Composition and Participation**

The outside Team will include two or three consultants. Consultants must have experience in evaluation and consultancy preferably in Russia, the NIS, or Eastern European countries, and preferably with USAID or other donor programs. At least one team member must be a native English speaker in order to ensure high quality of the final report or a native English speaker must be hired for the report writing and/or editing. An expert from the USAID/Washington Center for Development Information and Evaluation (CDIE) will support the team in conducting this evaluation.

The USAID/Russia Partnerships and Human Resources Development Division of DIHR office will be available to provide input and background information as necessary. In addition, the division might devote one DIHR member to support the evaluation team in conducting the survey.

The Evaluation Coordinator will work closely with the outside Team where necessary in order to ensure USAID will receive a high quality final product on time. Final schedule, methodology, list of sites for visits and final report structure must be proposed by the outside Team (based on the Scope of Work), discussed where necessary with USAID/Russia, and accepted by the Evaluation Coordinator and DIHR.

## **X. Budget**

The current Grant Agreement does not budget funds for an evaluation. PD&S funds will be used to fund this evaluation. In-house Team members will be funded from their contracts, if necessary.

An estimated budget for this evaluation is attached.

*Annex II***Persons Interviewed**

N	Name	Organization	City
1.	Ida Schmertz	Alliance of American and Russian Women	NYC
2.	Gary Cook	Baikal Watch at Earth Island Institute	
3.	Peter Yu	Benjamin N. Cardozo School of Law	NYC
4.	Amy Vossbrinck	Center for Citizen Initiatives	San Francisco, CA
5.	Gisela Geisler	Center for Citizen Initiatives	San Francisco, CA
6.	Victor Tarasov	CENTRAL CLINICAL HOSPITAL	Moscow
7.	Oksana Chekaida	CENTRAL CLINICAL HOSPITAL	Moscow
8.	Irina Starkova	Clean Home	Nizhni Tagil
9.	Liubov Faintel	Clean Home	Nizhni Tagil
10.	Natalia Evdokimova	Clean Home	Nizhni Tagil
11.	Karen Sherman	Counterpart International	Washington DC
12.	Emili Sanders	Counterpart International	Washington DC
13.	Rekha Menon	DC TV	NYC
14.	Hei Jung Park	DCTV	NYC
15.	Group of teenage program participants (6 persons)	DCTV	NYC
16.	Bud Parker	Earth Justice Legal Defense Fund	San-Francisco, CA
17.	Vera Mishenko	Ecojuris	Moscow
18.	Maria Khotulieva	Ecoline	Moscow
19.	Tatyana Guseva	Ecoline	Moscow
20.	Alisa Doichler	Ecologia	Harford, PA

21.	Gennady Marinin	Ecopolis-Press	Moscow
22.	Dmitry Kavtaradze	Ecopolis-Press	Moscow
23.	Katie Carruth	EDC	Newton, MA
24.	Elena Topoleva-Soldunova	Focus	Moscow
25.	Evgenia Alexeyeva	Focus	Moscow
26.	Julia Kalmykova	Focus	Moscow
27.	Kathleen Rhodes	Fountain House	NYC
28.	Ken Dudeck	Fountain House	NYC
29.	Mario Pinot	Fountain House	NYC
30.	Tom Sweet	Fountain House	NYC
31.	Sandra McCormick	Gundersen Hospital	La Crosse, Wisconsin
32.	Tatyana Safyannikova	Human Soul House	Moscow
33.	Kevin McCollister	Institute for Sustainable Communities	Monpelier, VT
34.	Andrey Vasiliyev	Institute of Biology of Development, Russian Academy of Science	Moscow
35.	Nancy Kirk	Institute of Real Estate Management – IREM	Chicago, IL
36.	Elisabeth Swanson	University of Iowa, College of Nursing	Iowa City, IA
37.	Inga Pagava	IREX	Moscow
38.	Natalia Savicheva	IREX	Moscow
39.	Svetlana Bredun	IREX	Moscow
40.	Tracy Dolan	IREX	Moscow
41.	Vadim Medvedev	IREX	Moscow
42.	Dalen Todd	IREX	Washington DC
43.	John Morlu	IREX	Washington DC
44.	McKinney Russel	IREX	Washington DC

45.	Melissa Mooza	IREX	Washington DC
46.	Rebecca Liston	IREX	Washington DC
47.	Robert Cronin	IREX	Washington DC
48.	Sara van Gunst	IREX	Washington DC
49.	Alexander Portnyagin	Irkutsk State Medical University	Irkutsk
50.	Tamara Sizykh	Irkutsk State Medical University	Irkutsk
51.	Elena Shimutina	Junior Achievement - Russia	Moscow
52.	Nina Kuznetsova	Junior Achievement - Russia	Moscow
53.	Valery Kriuchkov	Leninskugol Coal Company	Leninsk-Kuznetski
54.	Elena Garina	LILAS International, Inc.	Moscow
55.	Elena Merkusheva	Medical Academy for Postgraduate Studies	St Petersburg
56.	Sviatoslav Plavinsky	Medical Academy for Postgraduate Studies	St Petersburg
57.	Elena Vladimirova	Medical Partnership Committee. Vladimir Partnership Association.	Vladimir
58.	Andrey Richter	Moscow Media Law and Policy Center	Moscow
59.	Natalia Ogai	Moscow Media Law and Policy Center	Moscow
60.	Fiodor Kravtchenko	Moscow Media Law and Policy Center	Moscow
61.	Alla Serova	Opportunity International	Nizhni Novgorod
62.	Dmitry Ponomarenko	Opportunity International	Nizhni Novgorod
63.	Liudmila Teterikova	Opportunity International	Nizhni Novgorod
64.	Andrey Krupin	Partner Foundation	Moscow
65.	Galina Negrustuyeva	Partner Foundation	Moscow
66.	James Randolph	Partners in Economic Reform	Washington, D.C.
67.	Valentin Krylov	Perspektiva	Moscow

68.	Valery Shkolnikov	Perspektiva	Moscow
69.	Denise Roza	Perspektiva	Moscow
70.	Larisa Bugrimova	PIER - Coal Project	Kemerovo
71.	Sharon Weinstein	Premier	San-Francisco, CA
72.	Vladimir Petrichenko	Russian Grain Union	Moscow
73.	Nikolai Yefremov	Russian Guild of Realtors	Moscow
74.	Jana Edge	Sister City Association	Moscow
75.	Sergey Smirnov	Sklifosofsky Research Institute	Moscow
76.	Diana Shannon	TerraCare Software, Inc.	Strafford, Vermont
77.	Viacheslav Kudryavtsev	The Baikal Environmental Wave	Irkutsk
78.	Galina Kulebiakina	The Baikal Environmental Wave	Irkutsk
79.	Jennie Sutton	The Baikal Environmental Wave	Irkutsk
80.	Olga Belskaya	The Baikal Environmental Wave	Irkutsk
81.	Elena Petrova	Training Center	St Petersburg
82.	Olga Solonnikova	Training Center	St Petersburg
83.	Tatyana Kovaleva	Training Center	St Petersburg
84.	Arkadi Mayofice	TV-2	Tomsk
85.	Igor Dmitriyev	TV-2	Tomsk
86.	Peter Sokolov	University of Alaska	Anchorage, Alaska
87.	Elke Ender	USAID	Washington DC
88.	Olga Moshkova	USAID	Moscow
89.	Svetlana Kustova	USAID	Moscow
90.	Susan Reichle	USAID	Moscow
91.	Valery Vandyshev	Volkhov Busines Incubator	Volkhov



92.	Igor Gruzdev	Volkhov Busines Incubator	Volkhov
93.	Liubov Galakhova	Volkhov Busines Incubator	Volkhov
94.	Victoria Tagirova	Vozmozhnost dlia Vsekh	Nizhni Novgorod
95.	Tatyana Balabina	Vozmozhnost dlia Vsekh	Nizhni Novgorod
96.	Natalia Semenova	Vozrozhdeniye Center	Dubna
97.	Olga Vasiutina	Vozrozhdeniye Center	Dubna
98.	Marc Behrendt	World Institute on Disability	Oakland, CA
99.	Veronika Baidina, Daniil Dorozhkov, Yekaterina Kiriushkina	Young TV-journalists School	Tomsk
100.	Leonid Prokofiev	Young TV-journalists School	Tomsk

### **Bibliography of Documents Reviewed**

1. Cooperative Agreement with IREX # 118-A-00-97-00282-00 for the period from September 29, 1997 to September 28, 2000 for \$5,250,000.
2. Amendment to the Cooperative Agreement with IREX # 119-A-00-97-00282-01 for the period through December 31, 2001 for \$2,500,000.
3. Quarterly Reports on the SPAN activities covering the period from September 1997 through June 30, 1999 prepared by IREX.
4. Financial Review Report FAIS 98-013. (The USAID/Russia Office of Financial Management (OFM), August 1998).
5. SPAN conferences materials (June 1998 and February 1999).
6. American-Russian Partnerships. Accelerating the Social, Political, and Economic Transitions in Russia (USAID/Russia, November, 1996)
7. Seven PCSED partnerships activities Evaluation Report prepared by the Process Consulting Company, October 1998.
8. Counterpart's Models for NGO Capacity Building (Counterpart International Inc., 1998)
9. Internal Mid-Term Evaluation of the Pilot Organizational Governance Training Program (Counterpart Int. / Partner Foundation, July, 1999).
10. Applications to the Sustaining Partnerships into the Next Century (SPAN) from all the partnerships who received grants (24 applications).
11. Partnership projects materials and outcomes - training programs, training manuals, new projects, presentations, videos, computer software, newsletters etc. - more than 40 documents.
12. Articles published in Russian news-papers and magazines on SPAN partnerships activities (total number of articles reviewed - 14).

### Selected Success Stories

American partner	Russian Partner	Partnership Project Focus
Gundersen Lutheran Hospital 1910 South Avenue La Crosse, WS 54601	Dubna Center for Narcology Problems "Vozrozhdenie" 141980 Dubna, Moscow Region, Entuziastov Str., 11, korp. 5	To develop, initiate and evaluate a project that will select, train, and place community service personnel within the City of Dubna and throughout the Dubna oblast' to serve in the areas of alcoholism and toxicomania prevention and smoking cessation and prevention.

#### **“A branch of the ‘Vozrozhdenie’ Center to open in New York City”**

The Dubna medical and prophylactic center “Vozrozhdenie” (Resurrection) and the Social Activity Department of Dubna International University closely cooperate in the SPAN project to create and implement social activity programs. The Head of the Social Activity Department performs the functions of national UNESCO coordinator for Russia and often visits New York on business. During one of her visits she met people from Dubna currently living in New York. They were interested in the activities of the medical and prophylactic center “Vozrozhdenie” and its American partner. Expatriates from Dubna decided to open a center for training Russian-speaking people in social activity skills in New York. The training and prophylactic programs of “Vozrozhdenie” Center and materials developed with the SPAN program funding will be used in the activities of the branch.

#### **“Teenagers decide to establish a ‘quit smoking group’”**

One of the facets of work conducted by the Dubna medical and prophylactic center “Vozrozhdenie” in the SPAN project is the prevention of smoking, alcoholism and chronic intoxication. The “Vozrozhdenie” Center is located on the ground floor of a block of flats. Near the Center there is a basement entrance where local teenagers gather to warm themselves, nibble sunflower seeds, and smoke. The teenagers were invited to the “Vozrozhdenie” Center to listen to a lecture and to watch a film on the harm of smoking. After a discussion with Center specialists and several additional meetings, the teenagers independently organized a quit smoking support group.

American partner	Russian Partner	Partnership Project Focus
Center for Citizen Initiatives Presidio of San Francisco, General Kennedy Avenue P.O. Box 29912 San Francisco, CA 94129	Training Center Ul. Drovyanaya 6/8 St. Petersburg Russia 198103	To increase the scope of the practical training provided by the Russian Initiative for Self-Employment (RISE) program, which provides instruction, as well as loans and leases, for men and women seeking to start their own business. The SPAN project will focus on strengthening the garment sector by providing entrepreneurs with both classroom training and practical work experience in the form of internships in that sector.

**“Leningrad Regional Governor orders New Years greeting postcards from the “Training Center.”**

The Training Center in St. Petersburg purchased printing equipment with funds from the SPAN program. This equipment opened the possibility for the development of the “Training Center” as a source for products and services related to advertising and training. The design section of the Center creates beautiful postcards with views of St. Petersburg and the products manufactured by the Center are distributed in the city’s hotels, museums and exhibitions. The Governor of the Leningrad Region noticed the Center’s products at the art shop in the House of Government. He liked the postcards so much that he placed a special order and the personal greetings of the Leningrad region’s governor for the New Year 2000 were sent on postcards manufactured by the Center.

Russian Partner	American partner	Partnership Project Focus
St. Petersburg Medical Academy for Post-graduate studies (MAPS) 193, St. Petersburg, Saltikova-Schedrina Str., 41	University of Iowa College of Nursing 466NB Iowa City, IA 52242	To develop social services program in family medicine and educate health care professionals and social workers on topics relevant to the project.

**“Director of insurance company supports partnership projects and becomes head of Kolpino district health care”**

The “Garmonia Plus” insurance company, located in the town of Kolpino, was looking for ways to improve the health of people in the district, who are its potential customers. The approach to the disease prevention proposed by SPAN program partners interested the director of the insurance company. She offered assistance and started by paying the expenses of a group of 15 medical specialists during a 5-day workshop. Subsequently, she took an active part in the work of a coalition of medical and non-medical organizations for the settlement of Pontonny. One year later she was officially asked to become the head of health care for the Kolpino district. She accepted the offer.

Russian Partner	American partner	Partnership Project Focus
The Baikal Environmental Wave 664033, Irkutsk Akademgorodok Office 326 Ul. Lermontova 130 For letters: P.O. Box 21	Baikal Watch at Earth Island Institute 300 Broadway Suite 28 San Francisco, CA 94133	To increase awareness among environmental professionals and the general public about hazardous forms of industrial, agricultural, domestic and municipal waste, with an emphasis on methods of resolving and preventing such pollution

### **“The first business incubator at Lake Baikal”**

Baikalsk is a town completely depending on the work of a single enterprise, a pulp and paper mill. It is well known that the waste products of the mill have polluted Baikal Lake for many years. While the technology of purifying waste products is improving, this cannot completely solve the problem. Nor is it possible to simply close the mill, since 17,000 people will become unemployed. If it is not possible to stop the pollution of Lake Baikal without closing the mill, the problem seems to be insoluble and the pollution of Baikal continues.

Representatives of an Irkutsk organization, “Baikal Ecological Wave,” and the Volkhov business incubator met at the SPAN program conference in Golitsino. One of the ideas discussed involved setting up a business incubator in the town of Baikalsk to help people establish new enterprises—alternate employment opportunities for the workers in the pulp and paper mill and other town residents.

Specialists from Volkhov came to Baikalsk, studied the feasibility of a business incubator and conducted an initial training using their own methodology. Some time later the business incubator registered in Baikalsk received its first grant from the Siberian Center for the Support of Social Initiatives.

### **The Mayor of Irkutsk supported the initiative of “Baikal Ecological Wave” and allocated funds to reward the winners of the “Model Courtyard” competition.**

During the implementation of “Main waste products and their impact on the human health” an idea to conduct a “Model Courtyard” competition in Irkutsk appeared. At first the administration of the city was against this competition. A “round table talk” with representatives of the local administration was held at the initiative of the partners. The idea of a competition was supported by the city ecological committee and praised by the Mayor. He signed a decree on the competition and allocated more than US\$2,000 to award the winners. The competition was well organized and conducted and the partners came to a new level of interaction with the local authorities.

Russian Partner	American partner	Partnership Project Focus
Volkhov International Business Incubator and Training Center Ul. Aviatsionnaya 48 Volkhov Leningrad Oblast' 187400	Alliance of American and Russian Women, Inc. 42 West 39th Street 9th Floor New York, NY 10018	To develop and disseminate four five-day business seminars geared towards the empowerment of women in the business sector in six different Russian cities

### **“SPAN program helps the Volkhov Business Incubator go international”**

In the course of its involvement in the SPAN project, the Volkhov Business Incubator conducted a workshop entitled, “Model of Incubator for Smaller Businesses,” a well-developed workshop that has been successfully conducted in various Russian regions. At a meeting of organizations in the National Concord of Business Incubators, representatives from Volkhov met the Byelorussian delegation. The Byelorussians were looking for an organization that could help them establish their own business incubator. After this meeting the Byelorussians visited programs in Poland, Moscow and St. Petersburg, but ended up selecting the Volkhov Business Incubator. The work setting up a business incubator in Byelorussia has already started.

Russian Partner	American partner	Partnership Project Focus
Russian Guild of Realtors 127434, Moscow Dmitrovskoe shosse 9B, office 502	Institute of Real Estate Management 430 N. Michigan Ave. Chicago, IL 60610-9025	To produce a cadre of professional property managers through a series of courses in business development, civil society (fostering private property), tax reform and energy. The courses will be taught in 12 regions across Russia.

### **“Workshop participant establishes his own real estate management company in Rostov-on-Don”**

SPAN project partners conducted workshops on real estate management for realtors in different Russian regions. After one such workshop, a participant from Rostov-on-Don decided to establish his own company. The company is already working and offers innovative services for the city.

American partner	Russian Partner	Partnership Project Focus
Institute for Sustainable Communities 56 College Street Montpelier, VT 05602  ISC/Moscow Tel: (095) 937-50-02	Clean Home 622002, Nizhnii Tagil Ul. Frunze 15	To develop and implement a solid waste action plan which will enable the Nizhnii Tagil municipality to continue its efforts to institutionalize public participation in local policy development and environmental decision-making.

**The program, “Management of Solid Consumer Waste Products,” developed by SPAN project partners, was supported by the local administration.** It received the status of “municipal complex program” for the period 1999-2003 with a total budget of more than \$2,000,000, 25% of the city budget.

#### **“Volunteer students come out against unauthorized dumps”**

In order to describe the situation with solid consumer waste products in Nizhni Tagil, participants in the SPAN project planned a research project on unauthorized garbage dumps. A group of students from Nizhni Tagil Technical Institute volunteered to perform this work. Anna Utkina and her team searched the entire city and identified more than 140 unauthorized dumps. They created a detailed map of the dumps, on paper and in electronic form, with indicating addresses, space occupied, and type of garbage. This map has become a very important document, demonstrating that the unauthorized garbage dumps are an important public health issue. The local authorities declared “Days of Ecological Protection” and required local enterprises to take measures to eliminate the dumps. To date, more than 30 dumps have been eliminated.

American partner	Russian Partner	Partnership Project Focus
Partners in Economic Reform, Inc. 1730 Rhode Island Avenue, NW Suite 303 Washington, D.C. 20036	Leninskugol Coal Company Leninsk-Kuznetskii 652507, Leninsk-Kuznetskii Kemerovo Region Vasiliev Street,1 Russia	To expose Russian companies to Western mining and management practices which will enable them to be successful in a market environment.

#### **“A Russian engineer solves a problem at an American mine”**

During the project and while studying equipment at a mine in the US, Yuri Rotokin, the chief engineer of a Russian mine, helped his American colleagues to solve an engineering challenge. It had not been possible to extract a steel security framework stuck in a mine tunnel using a 40-ton hydraulic jack designed for this purpose. Yuri convinced them of the feasibility of combining two jacks in order to create 80-tons of force. The security framework was successfully removed.

American partner	Russian Partner	Partnership Project Focus
Sister City Association Medical Partnership Committee  P/o 485 Normal, Illinois 61765	Vladimir Partnership Association Medical Partnership Committee (Vladimir) Russia, Vladimir Letneperevesenskaya Str. 3	To improve healthcare services in Vladimir by expanding available nursing care and improving the quality of nursing education. To facilitate the travel of Vladimir students and professors to Normal, IL to gain exposure to the theoretical and practical experience of their American colleagues and to determine how this experience can best be applied in Russia.

### **“84 year old American discovers Russia”**

During the summer, 1999, the father of Jana Edge, the American project coordinator, visited Vladimir. He came on his own initiative, wishing to understand why his daughter had come to Russia so often and what she was doing there. As a house guest for two weeks with the family of Elena Vladimirova, the Russian project coordinator, he became acquainted with many Russian project participants. Before returning to the USA he told everyone: “I’ll be back! I’ve discovered Russia!”

American partner	Russian Partner	Partnership Project Focus
World Institute on Disability 510 16th Street Oakland, CA 94612	Perspektiva 113064, Moscow Ul. Bakhrushina d. 21/23 str. 5	To conduct publicity campaigns in three regions where ARSD is based to increase the participation of disabled young persons in the civic and social life of their communities.

### **“Wheelchair ‘invalid’ starts course on ‘Disability Awareness’ for school children”**

Vladimir Mekhanoshin is confined to a wheelchair. He is also leader of a wheelchair marathon team from the Perm region. He volunteered to participate in the SPAN project and during the winter, 1998, was trained at a workshop in Perm. After the workshop, he started offering a course called “Disability Awareness” in the schools in his town.

### **“Young disabled persons establish a new organization in Perm region”**

A group of young disabled persons from the Perm region took an active part in the SPAN project. After training they participated in offering lessons in the schools and in managing mutual assistance groups. After the completion of the project, they established an independent organization called the “Society of Young Disabled Persons” under the auspices of the Perm Regional Council of the All-Russian Society of Disabled Persons. This is the first case of such an organization being created in Russia. They are able to maintain projects of their own but use the accounts of the All-Russian Society of Disabled Persons to provide mechanisms for handling their fiscal affairs. They have defined their main objective as the developing activities for young disabled persons.



American partner	Russian Partner	Partnership Project Focus
Education Development Center, Inc. (EDC) 55 Chapel Street Newton, MA 02158	FOCUS 121151, Moscow Kutuzovskiy prosp., 22 pod.14-4	To develop a model for increasing citizen participation that will create broad-based activism and community-wide cooperation in addressing community concerns.

### **“District residents decide to make a football field for children”**

The partners attracted local nonprofit organizations for participation in the project. One of these organizations, “Ecostrategy,” suggested that residents of one of the suburban districts clear the “sulfur lakes,” a familiar local landmark, and build a so-called “ecological path.” The ecological path was to be a specially designed walking path constructed to maintain the natural beauty of the sulfur lake area. In order to engage residents in the project, the employees of “Ecostrategy” began publishing a special newspaper, copies of which were posted at all the houses in the district. A mailbox was installed nearby, where the residents could place their own suggestions and remarks. From the feedback which appeared in the suggestion box, “Ecostrategy” learned that the residents, though sharing a positive attitude toward the idea of an ecological path, were more interested in cleaning up a neglected public garden and building a football field for children. As a result, “Ecostrategy” changed its initial plan and helped district residents to build their football field, which is now very popular among local children.

American partner	Russian Partner	Partnership Project Focus
Downtown Community Television Center (DCTV)  87 Lafayette St New York, NY 10013	TV-2, Tomsk 70A Ulitsa Elizarovskikh Tomsk 244271	To invigorate civil society and spur economic development by strengthening the position of independent community-based media centers and fostering further training of talented young professionals. To expand the training for producers in Tomsk, increase community participation in decision-making processes, and create new links among community actors.

### **“School teachers ask for copies of a teenager’s video documentary”**

Under the auspices of the SPAN project, the Young TV-Correspondent School in Tomsk received modern digital video editing equipment and a training course on its use for the creation of videos. Today the graduates of the School attain a level of professional skill not even possible for students of the TV journalism faculty at Tomsk University. Original video programs prepared by 16-18 year old teens are shown in professional broadcasts from the TV 2 channel and are very popular. Katya Kiryushina, 16, prepared a video documentary about the sexual education of teenagers. After her film was shown on TV 2, many school teachers asked TV 2 to provide them with a copy of Katya’s film. The teachers are going to use Katya’s research in their lessons.

American partner	Russian Partner	Partnership Project Focus
Ecojuris Institute of Environmental Law  Mailing Address: P.O. Box 172, 103009 Moscow, Russia  Office Address: 103012, Moscow Bogoyavlensky pr., Build. 3-3, room 15	Earth Justice Legal Defense Fund 180 Montgomery St, #1400 San Francisco, CA 94104	To design and implement a pilot project in conjunction with the Moscow city government to achieve meaningful opportunities for effective public participation in environmental health decision-making processes in Russia. To provide comprehensive legal education and follow-on support to key law reform players in Russia; and to conduct multi-media public education campaigns, encourage public participation in the issues and provide direct consulting and support services.

**“Indigenous populations of Kamchatka peninsula find professional aid to protect their rights for their living environment”**

Training workshops for the representatives of the public from different regions of Russia were held during the project. The workshops considered practical aspects of citizens' rights related to the environment. Representatives of small indigenous nations in Russia took part in these workshops. Russia's indigenous peoples suffer most from uncontrolled intervention into the natural ecosystems where they live, mostly with the mining of new deposits of various natural resources. Traditionally, the interests of people living in areas containing oil and gas reserves have not been taken into consideration in decisions about drilling, production and transportation. Nor have representatives of Russia's small indigenous nations ever tried to protect their rights for their living environment in the courts.

SPAN TABLE OF FINALISTS (ROUND I)

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant	
		Organization	Contact Person/s	Organization	Contact Person/s
M-E-05  1 March 98 31 June 00	To increase awareness among environmental professionals and the general public about hazardous forms of industrial, agricultural, domestic and municipal waste, with an emphasis on methods of resolving and preventing such pollution	<b>The Baikal Environmental Wave</b> 664033, Irkutsk Akademgorodok Office 326 Ul. Lermontova 130 For letters: P.O. Box 21	<b>Jennifer Sutton</b> Project Manager Tel: (3952) 46-75-47 Fax: (3952) 46-74-76	<b>Baikal Watch at Earth Island Institute</b> 300 Broadway Suite 28 San Francisco, CA 94133	<b>Gary Cook</b> Project Director Tel: (415) 788-3666 Ext 109 Fax: (415) 788-7324
W-E-O7  1 Apr 98 31 Mar 00	To develop and implement a solid waste action plan which will enable the Nizhnii Tagil municipality to continue its efforts to institutionalize public participation in local policy development and environmental decision-making.	<b>Institute for Sustainable Communities</b> 56 College Street Montpelier, VT 05602  <b>ISC/Moscow</b> Tel: (095) 937-50-02	<b>Kevin McCollister</b> Project Coordinator km@iscvt.org Tel: (802) 229-2900 Fax: (802) 229-2919  <b>Sheila Dodd</b> Financial Manager Tel: (802) 229-2900 Fax: (802) 229-2919	<b>Clean Home</b> 622002, Nizhnii Tagil Ul. Frunze 15	<b>Irina Mikhailovna Starkova</b> Director irina@chome.eburg.ru  <b>Lubov Aleksandrovna Fainental</b> Project Coordinator Luba@chome.e-burg.ru Tel:(3435) 24-77-83 Fax:(3435) 25-05-00 <b>Natalya Evdokimova</b>

SPAN TABLE OF FINALISTS (ROUND I)

Project Code	Project Goal	Lead Applicant		Partner Applicant		<b><u>IREX Grant</u></b> <b><u>Match Sum</u></b>
		Organization	Contact Person/s	Organization	Contact Person/s	
<b>M•CS•05</b>          1 Mar 98 31 Jul 00	To strengthen the Russian Network of Clubhouses by enhancing their relations with local authorities, sponsors and the psychiatric community as well as promote social services that provide support for people with mental health problems.	<b>Human Soul House/Moscow</b> 105037, Moscow Martenovskaya Ul. 30	<b>Igor Donenko</b> Director  phone/fax: (095) 165 0165 ph (095) 165 7674 fax <b>Tanya Safiannikova</b> Project Manager	<b>Fountain House</b> 425 West 47th Street New York, NY 100036-2304	<b>Kenneth J. Dudek</b> Tel: (212) 582-0340 Fax: (212) 265-5482  <b>Thomas Sweet</b> Program Manager <b>Paul Kelley</b> Financial Manager  Tel: (212) 582-0340 Fax: (212) 265-5482	<u>\$180,301.00</u> \$96,688.00
<b>W•CS•03</b>          1 Mar 98 29 Feb 00	To build on previous joint NGO development activities through the formation, localization, and implementation of a pilot Organizational Governance training module in the Central Russia and Moscow regions. To foster long-term sustainability within the Russian NGO community and within Counterpart's local affiliate Partner Foundation.	<b>Counterpart International</b> 1200 18th Street, N.W. Floor 11 Washington, D.C. 20036	<b>Karen Sherman</b> Vice President for Programs Tel: (202) 721-1528 (202) 296-9676 Fax: (202) 296-9679  <b>Helen Benz</b> Financial Manager hbenz@counterpart.org Tel: (202) 296-9676 Tel: (202) 721-1506 Fax: (202) 296-9679	<b>Partner Foundation</b> Moscow 65 Gilyarovskgo Str	<b>Galina Negrustueva</b> Director gpartner@cityline.ru Tel/Fax: (095) 288-84-38	<u>\$142,974.00</u> \$60,308.00

## SPAN TABLE OF FINALISTS (ROUND I)

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<b>IREX Grant</b> Match Sum
		Organization	Contact Person/s	Organization	Contact Person/s	
W•CS•10  1 Mar 98 30 Jun 99	To conduct publicity campaigns in three regions where ARSD is based to increase the participation of disabled young persons in the civic and social life of their communities.	<b>World Institute on Disability</b> 510 16th Street Oakland, CA 94612	<b>Marc Behrendt</b> Tel: (510) 251-4308 Fax: (510) 763-4109  <b>Kari Eells</b> Financial Manger kari@wid.org Tel: (510) 251-4323 Fax: (510) 763-4109	<b>Perspektiva</b> 113064, Moscow Ul. Bakhrushina d. 21/23 str. 5	<b>Denise Roza</b> Director Droza@glasnet.ru Mscwid@glasnet.ru Tel/Fax: (095) 951-9768  <b>ARSD Regional Boards</b> Komi/Ukhta: (8214) 76 2801 Perm: (8342)2648575 Krasnodar: 8612 57 46 82	<u>\$168,578.00</u> \$54,858.00
W•CS•11  1 Mar 98 29 Feb 00	To develop a model for increasing citizen participation that will create broad-based activism and community-wide cooperation in addressing community concerns.	<b>Education Development Center, Inc. (EDC)</b> 55 Chapel Street Newton, MA 02158	<b>Katie Carruth</b> Project Director <b>KCarruth@edc.org</b> Tel: (617) 969-7100 Fax: (617) 332-6405  <b>Nan Lin</b> Financial Manager	<b>FOCUS</b> 121151, Moscow Kutu-zovskiy prosp., 22 pod.14-4	<b>Evgenia G. Alexeeva</b> Director Golubka@glasnet.ru  <b>Elena A. Topoleva-Soldunova</b> Director Asi@glasnet.ru  <b>Julia N. Kachalova</b> Director Tel: (095) 249-3989 Fax: (095) 249-8515	<u>\$157,329.00</u> \$99,413.00

## SPAN TABLE OF FINALISTS (ROUND I)

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<b>IREX Grant Match Sum</b>
		Organization	Contact Person/s	Organization	Contact Person/s	
M•FTE•02  1 Mar 98 29 Feb 00	To support micro-entrepreneurs and the business community in the Nizhnyi Novgorod oblast' through the distribution of business loans by Voz-mozhnost dlya Vsekh.	<b>Opportunity International</b> 603005, Nizhny Novgorod Bolshaya Pokrovskaya Str. 25 Suite 14	<b>Stacie Schrader</b> Russia Country Director 103001.737@compuserve.com opport@kis.ru (general email) Tel: (8312) 337-227 Fax: (8312) 317-803	<b>Vozmozhnost Dlya Vsekh</b> 603600, Nizhny Novgorod Pamirskay Str., 11	<b>Victorina Tagirova</b> Executive Director ono@vozm.sci-nnov.ru Tel: (8312) 522-0251 Fax: (8312) 520-305	<u>\$192,870.00</u> \$203,951.00
W•FTE•05  1 Mar 98 31 Jul 00	To implement competitive computer-based simulation programs in which groups of High School students assume the role of Bank Directors and learn to manage their banks in the most efficient manner possible.	<b>Junior Achievement International (JAI)</b> 2780 Janitell Road Colorado Springs, CO 80906	<b>David Loose</b> Director of Operations david@jaintl.com Tel: (719) 540-2254 Fax: (719) 540-8770  <b>John Beachy</b> Financial Manager john@jaintl.com Tel: (719) 540-2292 Fax: (719) 540-8770	<b>Junior Achievement of Russia</b> 115585, Moscow Domodedovskaya Str., 35	<b>Elena Nikolaevna Shimutina</b> Project Director Coordinator of Educational Progs. Email: jar@aha.ru <b>module@aha.ru</b> Tel: (095) 398-55-71 399-2114, Tel/Fax: (095)398-2581	<u>\$146,855.00</u> \$187,671.00
W•FTE•11  1 Jun 98 31 May00	To train faculty members from the Russian partner universities in teaching Financial Accounting, Managerial Accounting and Finance course modules.	<b>University of Alaska/Anchorage</b> 3211 Providence Drive Anchorage, AK 99508	<b>Peter Sokolov</b> Program Manager AFPS@UAA.alaska.edu Tel: (907) 786-4300 Fax: (907) 786-4319  <b>Marie Bruners</b> Financial Manager Tel: (907)786-1433	<b>Magadan International University</b> (+4 Far East Universities) 685014, Magadan Portovaya S tr., 13 <b>Sakhalin Ped. U.</b> Lenin Street #290 693008 Yuzhno-Sakhalinsk  <b>R Far E. Trans. U</b> Sarysheva St. #47 680021 Khabarovsk	<b>Sergei Tretyak</b> Vice Rector  Tel: (4212) 34-30-76 Fax: (4212) 344-08-08	<u>\$173,939.00</u> \$62,801.00

HEALTH

## SPAN TABLE OF FINALISTS (ROUND I)

Project Code	Project Goal	Lead Applicant		Partner Applicant		<b>IREX Grant</b> Match Sum
		Organization	Contact Person/s	Organization	Contact Person/s	
M•H•04  1 Mar 98 31 Jul 00	To develop social services program in family medicine and educate health care professionals and social workers on topics relevant to the project.	<b>St. Petersburg Medical Academy for Post-graduate studies (MAPS)</b> 193, St. Petersburg, Saltikova-Schedrina Str., 41	<b>Olga Kuznetsova</b> Vice Rector of International Programs olgakuzn@infopro.spb.su Tel: (812) 598-9320 Fax: (812) 598-8737 (812) 272-2506	<b>University of Iowa College of Nursing</b> 466NB Iowa City, IA 52242	<b>Elizabeth A. Swanson</b> Associate Dean for International Programs Tel: (319) 335-7067 Fax: (319) 335-7108	<u>\$187,410.00</u> \$146,302.00
M•H•09  <b>PROJECT PENDING</b>	To improve the quality of health care at Central Clinical Hospital by introducing the Maryland Hospital Association's Quality Indicators system and to develop a plan for disseminating MHA Quality Indicators.	<b>Central Clinical Hospital of the General Management</b> Department of the President of the Russian Federation 121356, Moscow Ul. Marshala Timoshenko.,15	<b>Oksana Chekaida</b> Medical Statistics Dept. Tel: (095) 149-6684 Fax: (095) 140-42-50	<b>Premier, Inc.</b> Premier Hospital Alliance Foundation Tree Westbrook Corporate Center Westchester, IL 60154	<b>Sharon Weinstein</b> Director, Office of International Affairs Sharon_Weinstein@Premierinc.com	<u>\$117,750.00</u> \$97,060.00
W•H•01  1 Mar 98 31 Jul 00	To develop, initiate and evaluate a project that will select, train, and place community service personnel within the City of Dubna and throughout the Dubna oblast' to serve in the areas of alcoholism and toxicomenia prevention and smoking cessation and prevention.	<b>Gundersen Lutheran Hospital</b> 1910 South Avenue La Crosse, WS 54601	<b>Sandra J. McCormick</b> Project Director smccorm@gundluth.org Tel: (608) 782-7300 Ext. 3228 Fax: (608) 791-6334 <b>Barb Pretasky</b> Financial Manager Tel: (608)-782-7300 Ext. 3526 Fax: (608) 791-4367 Bpretask@gundluth.org	<b>Dubna Center for Narcology Problems "Vozroждение"</b> 141980 Dubna, Moscow Region, Entuziastov Str., 11, korp. 5	<b>Olga Prokopievna Vasutina</b> Director Ppdanti2@ntp.dubna.su Tel: (09621) 2-11-89 Fax: (09621) 2-11-40 (221) Code to call from Moscow	<u>\$152,350.00</u> \$111,645.00

## BUSINESS DEVELOPMENT

SPAN TABLE OF FINALISTS (ROUND I)

Project Code	Project Goal	Lead Applicant		Partner Applicant		<b>IREX Grant Match Sum</b>
		Organization	Contact Person/s	Organization	Contact Person/s	
M•BD•08  1 Mar 98 30 Jun 00	To produce a cadre of professional property managers through a series of courses in business development, civil society (fostering private property), tax reform and energy. The courses will be taught in 12 regions across Russia.	<b>Russian Guild of Realtors</b> 127434, Moscow Dmitrovskoe shosse 9B, office 502	<b>Nikolai Ivanovich Efremov</b> Executive VP Tel: (095) 976-22-81 Fax: (095) 976-22-08 <b>Vyacheslav Mikhailovich Selivanov</b> Head of Training Dept.	<b>Institute of Real Estate Management</b> 430 N. Michigan Ave. Chicago, IL 60610-9025	<b>Nancy Kirk</b> Senior Staff Vice President http://www.irem.org Tel: (312) 329-6000 Fax: (312) 661-0217 (312)410-79-10 Nkirk@irem.org	<u>\$149,587.00</u> \$103,365.00
M•BD•10  1 Mar 98 28 Feb 00	To develop a network of Grain Union representatives to foster changes in regional legislation aimed at market reform and create a method for reporting timely and accurate market information to local member companies.	<b>Russian Grain Union</b> Moscow 113093 1st Shchipkovsky per. 20, room 301,323	<b>Vladimir Petrichenko</b> Vice President Tel: (095) 959-6698 Fax: (095) 959-6701	<b>U.S. Feed Grain Council</b> 1400 K St., N.W. Suite 1200 Washington, D.C. 20005	<b>Kenneth Hobbie</b> President and CEO Grains@grains.org Tel: (202) 789-0789 Fax: (202) 898-0522	<u>\$107,357.00</u> \$93,011.00
W•BD•03  1 Mar 98 28 Feb 99	To expose Russian companies to Western mining and management practices which will enable them to be successful in a market environment.	<b>Partners in Economic Reform, Inc.</b> 1730 Rhode Island Avenue, NW Suite 303 Washington, D.C. 20036  <b>Lidia Ottovna Shagalina</b> Rep. of PIER in Moscow Tel: (095) 242-45-03 131-28-35 (home)	<b>James Randolph</b> Project Director Tel: (202) 466-3840 Fax: (202) 296 – 1608 Email: ugol@aol.com  <b>Norma Floriza</b> Financial Manager Email: ugol@aol.com <b>Larissa Butrimova</b> PIER Regional Director Kemerovo Russia ph/fax: 7-3842-23-35-40,	<b>Leninskugol Coal Company</b> Leninsk-Kuznetskii 652507, Leninsk-Kuznetskii Kemerovo Region Vasiliev Street,1 Russia	<b>Viktor Ibryashkin</b> Technical Director Tel: 38456-7-02-64 Fax: 38456-3-15-18 <b>Yevgeny Alexeyevich Kosminov</b> became General Director (38456)7-12-76 Zinaida Vasilievna Secretary <b>Valerii Andreevich Kruchkov</b> Deputy Tech. Dir.	<u>\$144,773.00</u> \$61,525.00



			52-85-16 (home)		(38456) 7-12-76	
--	--	--	-----------------	--	-----------------	--

## SPAN TABLE OF FINALISTS (ROUND II)

Environment

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<b><u>IREX Grant</u></b> Match Sum
		Organization	Contact Person/s	Organization	Contact Person/s	
2DC-E-05	To help local and regional governments, enterprises, and NGOs deal more effectively with environmental pollution as a threat to public health and natural resources by promoting improved environmental management practices suited to Russia's transitional economy	ECOLOGIA Box 142 Hartford, PA 18823	<b>Randy Kritkauskys</b>  Tel: (717) 434-95-88 Fax: (717) 434-95-89 fax ecologia@glas.apc.org	ECOLINE Moscow, P.B. 7, 125047	<b>Dr. Marina Khotulyova</b> Partner Director  921-38-92 ecom@glas.apc.org	\$139,701.65/ \$61,509.02

Health

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<b><u>IREX Grant</u></b> Match Sum
		Organization	Contact Person/s	Organization	Contact Person/s	
2DC-H-02	To establish the first Russian "Skin Graft Bank" to help solve the problem of burn healing, which remains one of the most immediate medical problems in Russian emergency care, and to organize training for the US specialists with it.	LILAS International, Inc 1244 Santa Fe Hercules, CA 945447.	<b>Elena Garina</b> Vice-President LILAS International Tel: (650) 548-09-10 Fax: (510) 234-02-20 In Moscow: <b>Elena Garina,</b> <b>Lev Shuvalov</b> Tel/fax: (095) 269-14-39 Email: lilas_group@mtu-net.ru Mobile phone: 765-06-34	Skilfosovsky Research Institute of Emergency Care 129010 Moscow Bolshaya Sukharevskaya ploshchad, 3 Russia	<b>Prof. Sergey Vladimirovich Smirnov</b> Exec. Director Skilfosovsky Research Institute Tel: (095) 923 41-21 Fax: (095) 280-09-41	\$139,800/ \$234,327

## SPAN TABLE OF FINALISTS (ROUND II)

Business  
Development

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<u>IREX Grant Match Sum</u>
		Organization	Contact Person/s	Organization	Contact Person/s	
2M-BD-03	To develop and disseminate four five-day business seminars geared towards the empowerment of women in the business sector in six different Russian cities	Volkhov International Business Incubator and Training Center Ul. Aviatsionnaya 48 Volkhov Leningrad Oblast' 187400	<b>Valerii Vandyshev</b> Deputy Gen. Director for Management and Training <b>Igor Gruzdev</b> Director Tel: (81263) 23-525 vbizinc@mail.wplus.net Fax: (81263) 28-162	Alliance of American and Russian Women, Inc. 42 West 39th Street 9th Floor New York, NY 10018	<b>Eva Horton</b> American Director Tel: (212) 730-5082 Fax: (212) 354-3400	\$139,439/ \$139,207

Rule of Law

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<u>IREX Grant Match Sum</u>
		Organization	Contact Person/s	Organization	Contact Person/s	
2M-RL-01	To strengthen telecommunications law in Russia through such activities as: organizing international conferences devoted to legal problems in the telecommunications field in the Russian Federation and abroad; bringing specialists in the telecommunications field together to prepare a draft law; and creating a database of all major telecommunications laws in the US, Great Britain and Western	Moscow Media Law and Policy Center	<b>Andrei Georgievich Richter</b> Director MMLPC <b>Georgii Vinocurov</b> george@medialaw.ru Tel/Fax: (095) 203-6571, 203-93-88, 737-33-71	Benjamin N. Cardozo School of Law 55 Fifth Avenue New York, NY 10003	<b>Monroe E. Price</b> Danciger Professor Benjamin N. Cardozo School of Law Tel.: (212) 790-0402 Fax.: (212) 790-0205	\$139,840/ \$60,830

	Europe.					
--	---------	--	--	--	--	--

## SPAN TABLE OF FINALISTS (ROUND III)

Environment

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<b><u>IREX Grant</u></b> Match Sum
		Organization	Contact Person/s	Organization	Contact Person/s	
3DC-E-04	To develop and test a prototype software called the "Green House Game." The software will be designed to teach people how to identify, assess and manage the risks of exposure to indoor pollutants associated with "sick building syndrome" in Russia.	TerraCare Software, Inc.  PO Box 65 Strafford, Vermont 05072	<b>Dianna Shannon</b> Director Email: shannon@terracare.com <b>Beth Baras</b> Financial Manager Email: baras@terracare.com Tel: (802) 765-4652 Fax: (802) 765-4707	Laboratory of Ecology, Nature Conservation and Simulation Games, Biological Faculty, MSU  Vorobjevy gory, Moscow, Russia 119899	<b>Prof. Dmitri N. Kavtaradze</b> Head of Laboratory Biological Faculty, MSU  Tel: (095) 939-27-65 Fax: (095) 939-50-19 Email: ecopolis@glas. Apc.org	\$100,243/ \$45,052

CivilSociety

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<b><u>IREX Grant</u></b> Match Sum
		Organization	Contact Person/s	Organization	Contact Person/s	
3DC-CS-02	To invigorate civil society and spur economic development by strengthening the position of independent community-based media centers and fostering further training of talented young professionals. To expand the training for producers in Tomsk, increase community participation in decision-making processes, and create new links among community actors.	Downtown Community Television Center (DCTV)  87 Lafayette St New York, NY 10013	<b>Hye-Jung Park</b> Director DCTV Email: park@dcvny.org  <b>Rekha Menon</b> Financial Manager Email: rmenon@el.net  Tel: (212) 966-4510 Fax: (212) 219-0248	TV-2, Tomsk 70A Ulitsa Elizarovskikh Tomsk 244271	<b>Arkadii Mayofis</b> Director Tomsk TV-2 tv2@tv2.tomsk.su Tel/Fax: 7-3822-420-717  <b>Leonid Prokofiev</b> Project Coordinator dctv@tv2.tomsk.su Tel: (3822) 541-800 Fax: (3822) 420-717	\$122,983/ \$160,329

## SPAN TABLE OF FINALISTS (ROUND III)

Project Code	Project Goal	Lead Applicant		Partner Applicant		<b><u>IREX Grant</u></b> Match Sum
		Organization	Contact Person/s	Organization	Contact Person/s	
3M-CS-08	To design and implement a pilot project in conjunction with the Moscow city government to achieve meaningful opportunities for effective public participation in environmental health decision-making processes in Russia. To provide comprehensive legal education and follow-on support to key law reform players in Russia; and to conduct multi-media public education campaigns, encourage public participation in the issues and provide direct consulting and support services.	Ecojuris Institute of Environmental Law  Mailing Address: P.O. Box 172, 103009 Moscow, Russia  Office Address: 103012, Moscow Bogoyavlensky pr., Build. 3-3, room 15	<b>Vera L. Mischenko</b> Director Ecojuris  Tel/Fax: (095) 921-5174 Email: ecojuris@glasnet.ru	Earth Justice Legal Defense Fund 180 Montgomery St, #1400 San Francisco, CA 94104	<b>Erika Rosenthal</b> Director  Tel: (415) 627-6700 Ext 145 Fax: (415) 627-6740 Email:erosenthal@igc.apc.org	\$82,891/ \$94,360

## SPAN TABLE OF FINALISTS (ROUND III)

Health

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<b><u>IREX Grant</u></b> Match Sum
		Organization	Contact Person/s	Organization	Contact Person/s	
3DC-H-05	To improve healthcare services in Vladimir by expanding available nursing care and improving the quality of nursing education. To facilitate the travel of Vladimir students and professors to Normal, IL to gain exposure to the theoretical and practical experience of their American colleagues and to determine how this experience can best be applied in Russia.	Sister City Association Medical Partnership Committee  P/o 485 Normal, Illinois 61765	<b>Jana Edge</b> Director SCA Tel: (309) 452-3021  <b>Christine Eggan</b> Financial Manager Tel: (309) 452-7495  Fax: (309) 452-2016 Email: edge@math.ilstu.edu	Vladimir Partnership Association Medical Partnership Committee (Vladimir) Russia, Vladimir Letneperevesenskaya Str. 3	<b>Helen Vladimirova</b> Director  Tel: (0922) 23 66 37 Fax: (0922) 23 35 03 Email: vlchnkv@hosp3.vladimir.ru	\$95,274/ \$46,610

## SPAN TABLE OF FINALISTS (ROUND III)

Business  
Development

Project Code  Start Date End Date	Project Goal	Lead Applicant		Partner Applicant		<u>IREX Grant</u> Match Sum
		Organization	Contact Person/s	Organization	Contact Person/s	
3DC-BD-4	To increase the scope of the practical training provided by the Russian Initiative for Self-Employment (RISE) program, which provides instruction, as well as loans and leases, for men and women seeking to start their own business. The SPAN project will focus on strengthening the garment sector by providing entrepreneurs with both classroom training and practical work experience in the form of internships in that sector.	Center for Citizen Initiatives  Presidio of San Francisco, General Kennedy Avenue P.O. Box 29912 San Francisco, CA 94129	<b>Susan Starrett</b> Project Coordinator CCI- in St. Petersburg  Tel: 7-812-327-55-95 Fax: 7-812-327-97-99 Email: susan@neva.spb.ru  Gisela Geisler Financial Manager Tel: (415) 561-7777 x206 Fax: (415) 561-7778 Email: ccigisela@igc.org	Training Center Ul. Drovyanaya 6/8 St. Petersburg Russia 198103	<b>Tatiana Kovaleva</b> Project Director  Tel: (812) 327-5595 Fax: (812) 327-9799 Email: RISE@neva.spb.ru	\$94,053/ \$213,586

### **What are the major constraints facing the individual partnerships?**

None of the partners said that the problems they faced had any significant impact on the overall project implementation process. We organized the major constraints the partnerships faced into several groups:

- Financial issues
- Programmatic issues
- Issues related to the joint work with the foreign partner
- Technical issues and equipment
- Unpredictable unexpected events
- Personnel issues

The following quotations from the interviews with the partners illustrate each of these groups .

#### **Financial issues**

«We received «profit» because of the dollar rate growth and were asked to pay tax, which was against the Russian laws.»

«The lead partner is a Russian state institution which, according to the Russian laws, can't wire funds abroad and has to pay all taxes related to the salary of the foreign partners.»

«Russian banks charge too much for their services.»

«Part of our funds were «frozen» during the crises. IREX helped to cope with that situation.»

«The American business trip expense reimbursement scheme which we used didn't fit Russian legislation.»

#### **Programmatic issues**

«We had to change our target group since we discovered that the group we selected initially was not responsive enough.»

«We planned to use American software but it turned out not to be the right one.»

«We developed our own tool.»

«The election campaign slowed down our project activities.»

«We decided to refuse from teleconferences with the USA - too expensive!»

«We didn't budget for preliminary business trips to the regions and had to renegotiate the project budget.»

«Equipment was installed later than we expected because of the dealer.»

«It was a slow start. We had to spend several months following formal procedures required by local legislation.»

#### **Issues related to the joint work with the foreign partner**

«Our partner's goals and mission differed from ours.»

«Our partners didn't come to the workshop in Golitsyno.»

«We had problems with visa support because of the Christmas holidays in the US.»

«We were made to buy American equipment although it was not our preference.»

«We had some problems finding a common professional language.»

«We do more than our partner.»

«Our partner sometimes dominates the decision-making process.»



**Technical issues, equipment**

«Poor quality of communications.»

«Our Russian partner can't implement modern information technologies because he doesn't have appropriate equipment.»

«Our American partner generates new ideas which are great but could not be implemented in Russia because of the technical issues.»

«We do not have enough space for the equipment we purchased.»

**Unpredictable unexpected events**

«We had to postpone the dates of the campaign because of the explosions in Moscow.»

«The «August crises» (1998) caused certain problems in promoting environmentally safe technologies.»

«We lost some money during the crises amounting to about 1% of the total budget.»

«We lost some clients because of the crises.»

**Personnel issues**

«Our financial director left the organization.»

«We lost some time developing relationships with the new project coordinator on the other side.»

«It was difficult to find the right professionals in Russia.»

«Some personal problems our partner faced caused some problems in the project implementation.»

**The number of site visits conducted by IREX managers to particular partnerships**

<b>Partnership</b>		Total # of the site visits	# of the site visits to the lead partner	# of the site visits to the partner
<i>Lead Partner</i>	<i>Partner</i>			
1. The Baikal Environmental Wave	Baikal Watch at Earth Island Institute	2	1	1
2. Institute for Sustainable Communities	Clean Home	2	1	1
3. Human Soul House-Moscow	Fountain House	2	1	1
4. Counterpart International	Partner Foundation	2	2	-
5. World Institute on Disability	Perspektiva	3	1	2
6. Education Development Center, Inc. (EDC)	FOCUS	6	1	5
7. Opportunity International	Vozможnost Dlya Vsekh	2	1	1
8. Junior Achievement International (JAI)	Junior Achievement of Russia	3	1	2
9. University of Alaska/Anchorage	Magadan International University, Sakhalin Ped. U., R Far E. Trans. U	2	1	1
10. St. Petersburg Medical Academy for Post-graduate studies (MAPS)	University of Iowa College of Nursing	2	2	-
11. Central Clinical Hospital of the General Management	Premier, Inc	5	3	2
12. Gundersen Lutheran Hospital	Dubna Center for Narcology Problems "Vozrozhdenie"	3	1	2
13. Russian Guild of Realtors	Institute of Real Estate Management	7	6	1
14. Russian Grain Union	Feed Grain Council	3	3	-
15. Partners in Economic Reform, Inc.	Leninskugol Coal Company	3	2	1
16. ECOLOGIA	ECOLINE	4	1	3
17. LILAS International, Inc	Skilfosovsky Research Institute of Emer- gency Care	4	1	3
18. Volkhov International Business Incuba- tor and Training Center	Alliance of American and Russian Women, Inc.	5	4	1
19. Moscow Media Law and Policy Center	Benjamin N. Cardozo School of Law	2	2	-
20. TerraCare Software, Inc.	Laboratory of Ecology, Nature Conserva- tion and Simulation Games, Biological Faculty, MSU	1	-	1
21. Downtown Community Television Cen- ter (DCTV)	TV-2, Tomsk	3	1	2
22. Ecojuris Institute of Environmental Law	Earth Justice Legal Defense Fund	1	1	-
23. Sister City Association Medical Partner- ship Committee	Vladimir Partnership Association Medical Partnership Committee (Vladimir)	4	2	2
24. Center for Citizen Initiatives	Training Center, St.Petersburg	3	1	2
<b>Total</b>		<b>74</b>	<b>40</b>	<b>34</b>